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Drinking and Driving: Countermeasures Conference 1983



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A Report by the Traffic Injury Research Foundation of Canada
for the Ministry of the Attorney General.

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TABLE OF CONTENTS

	Page
Paper presented by Alan C. Donelson, Ph.D.	1
Workshop Discussions	16
Table 1. Measures to reduce Drinking-Driving Problems	20
A. Community-Based Initiatives: Getting Started	20
B. Action in the Community: Ideas On What To Do	25
C. Preventing Alcohol-Impaired Driving: Alternative Means of Transportation	33
D. Focus on Licensed Premises	35
E. Law, Enforcement, and Penalties for Alcohol- Related Driving Offences	38
F. Information, Awareness, and Education	45
G. Solutions Through Technology	51
Table 2. Alcohol-Specific Measures	52
Table 3. Traffic-Safety Measures	56
Selected Bibliography	58
Presentations by Panelists	
James L. Erskine	61
Dr. Joan Marshman	63
Dr. Peter King	67
John Bates	72
Richard Chaloner	77
Carl Morgan	81
Rita Weiss	86
Paper presented by H.M. Simpson, Ph.D.	91

November 1984

A message from the Attorney General

I am pleased to present this report on Ontario's first drinking-driving countermeasures conference.

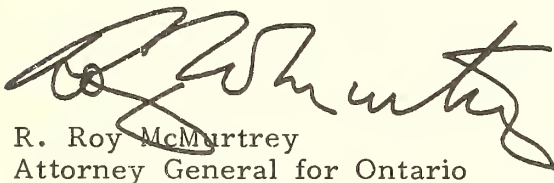
It is my hope that this report will serve as a working document for every person and every group interested in solving the drinking-driving problem. What makes this report particularly significant is that all the ideas for action it contains originated with our citizens.

The purpose of this conference was not to have government tell people what to do. Rather, it was people telling people how drinking and driving could be dealt with in, for and by their community.

It was Ontario's citizens who brought the drinking-driving issue to the public forefront. Their concern and their efforts brought about a dramatic change in the attitude toward the practice of drinking and driving.

I am pleased to be a part of these efforts. Let me assure you once again that my Ministry and my Government are firmly committed to making drinking-driving a part of our past rather than allowing it to exist as a continuing fear for our future.

I look forward to working together with you in the coming year.



R. Roy McMurtrey
Attorney General for Ontario

ALCOHOL AND ROAD ACCIDENTS:
WHAT IS THE PROBLEM AND WHERE DO WE GO FROM HERE?

Premier Davis, the Hon. Mr. McMurtry, distinguished guests, ladies and gentlemen. I feel honored to have the opportunity to speak to you today. I too believe that this conference represents a very important, even essential step for our efforts to reduce alcohol-crash losses in Ontario. Our participation in this event signals not only the renewal of such efforts but also the fostering of key elements long missing in our response to this problem: community involvement and individual initiative.

I have just returned from the 9th International Conference on Alcohol, Drugs, and Traffic Safety held in Puerto Rico. Several hundred scientists, researchers, and other experts gathered for a week of technical discussion and presentations. That meeting differed from this one because it featured experts talking to experts, each of whom paid a \$150 registration fee to attend. You may wonder why--in this conference, convened to take action on the alcohol-crash problem--a research scientist like myself stands before you. After all, researchers study the problem, measure its magnitude, and (more often than not) conclude by calling for more research. We know already we have a big problem. You do not have to be a scientist to know that. What you probably expect and want to hear is how to deal with the problem effectively. Perhaps I should take a minute or two to explain why I have been asked to speak to you.

My assigned task is to present a brief statement of the problem. This will set the stage for our action-oriented panelists and for our discussions later this afternoon. I have three general topics to cover: (1) the magnitude and characteristics of the problem; (2) responses to the problem (also called "countermeasures"); and (3) the social context in which the problem arises and persists. In fact, the frustrating

persistence of the problem itself, in spite of long-term, substantial outlays of public funds to reduce it, is perhaps the main reason for this presentation. Research assists in one way by providing an historical perspective. We know where we stand today by discovering where we have been. By learning lessons from prior experience we can avoid reinventing the wheel in months to come. We can also avoid launching costly, large-scale programs found ineffective in the past.

A Brief History of the Problem

We first have to appreciate that we face a very old problem, one that has persisted in spite of best efforts over the last century. For example, the first law against "drunk driving" was passed in England in 1872. It read in part as follows:

Every person...who is drunk while in charge on any highway or other public place of any carriage, horse, cattle, or steam engine may be apprehended, and shall be liable to a penalty not exceeding forty shillings, or in the discretion of the court to imprisonment...for any term not exceeding one month.

The field of study and social action called alcohol and traffic safety also got an early, and often tragic, start in North America. One of the first recorded fatal accidents involving alcohol occurred in Kansas City. The only two vehicles in the whole city collided head-on on main street. One driver was killed and the other was found to have been drunk at the time.

ALCOHOL AND ROAD ACCIDENTS
WHAT IS THE PROBLEM AND WHERE DO WE GO FROM HERE?

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In 1904, nearly 80 years ago, the Quarterly Journal of Inebriety ran its famous editorial:

We have received a communication containing the history of twenty-five fatal accidents occurring to automobile wagons...A careful inquiry showed that in nineteen of these accidents the drivers had used spirits within an hour or more of the disaster....The author of this communication shows very clearly that the management of automobile wagons is far more dangerous for men who drink than the driving of locomotives on steel rails. Inebriates and moderate drinkers are the most incapable of all persons to drive power wagons....With the increased popularity of these wagons, accidents of this kind will rapidly multiply, and we invite our readers to make notes of disasters of this kind.

As we know, this dire prediction proved only too correct. Since then, the field of alcohol and traffic safety has witnessed numerous cycles of concern and seeming complacency about the increasingly heavy toll of casualties from alcohol-involved road accidents. Each wave of concern has brought new legislation ("tougher" laws, "stiffer" penalties), increased enforcement, and awareness campaigns. Research studies done over the decades have indicated little if any progress. Is it any wonder people periodically became frustrated, and, at times, almost apathetic--perhaps believing that the problem was intractable and the necessary price of two valued privileges: operating motor vehicles and consuming alcoholic beverages.

You might ask "Well, what's new? Are we here today as just one more batch of fresh faces to fight in a losing cause?" After all, this is not the first conference on drinking and driving. It is only one of hundreds convened in the past several years worldwide, one of dozens

conducted in North America alone this year. Nonetheless, there is something new in alcohol and traffic safety, and we here today are part of it.

First, beginning in 1980, Candy Lightner, founder and President of Mothers Against Drunk Drivers (MADD) and others who have followed her example (such as the Mitchells, who established PRIDE in Ontario) began a movement at the grass roots level. Throughout North America, citizen activist groups have spurred governments at all levels to act. Many governments responded with traditional measures--passing new "tougher" laws, increasing enforcement and penalties--but many governments also established interagency task forces or commissions to reexamine the problem as a whole and to recommend new courses of action. The citizen activist groups have also prompted the insurance and alcoholic beverage industries to develop and conduct awareness campaigns. Victims of crashes caused by alcohol-impaired drivers have themselves filled the print and electronic media with truly tragic stories. Not least among their accomplishments, citizen activists have succeeded in creating an unprecedented level of public awareness and concern over drinking-driving problems.

The second new development is related to the first and involves fostering action initiated at the local level. Perhaps because citizen activist groups have pointed the way, for the first time to my knowledge experts and governmental agencies are reaching out to concerned members of communities to ask for advice and assistance--even for their active involvement and participation. There is growing appreciation that in the absence of broad-based community support, traditional approaches such as law enforcement, punishment of offenders, and mass advertising will not produce gains of hoped-for magnitude. In other words, the criminal justice system in and of itself cannot solve drinking-driving problems in the longer run. Many experts active in the field realize that we have to know from you your ideas about solutions in, by, and for your communities; your perception of barriers

and problems you face; and your suggestions about how to remove those barriers so that together we can get on with the job. This conference is a stepping-stone to creating community initiatives aimed at local drinking-driving problems.

A third development, while not particularly new, concerns greater recognition of two key factors that contribute to the problem: (1) the present social acceptability of driving after drinking too much and (2) people's attitudes towards their own drinking-driving behavior. Phrases like "changing attitudes" and "shifting social norms" are now used more often as statements of purpose for longer range efforts to the problem. This trend has led to more careful consideration of social and behavioral approaches to complement law-based, punitive measures.

In summary, we have a century's worth of experience in dealing with the alcohol-crash problem. It has been said that experience is a hard teacher, one that tests first and provides the lesson later. What are the lessons? We have learned that traditional legal approaches produce (at best) small, short-lived gains. We know that the alcohol-crash problem persists--and resists short-term, tactical thrusts. We now appreciate the need to have people at the community level participate actively in the overall effort to reduce the problem.

Having sketched briefly the history of the problem, I would like to turn now to the three topics mentioned above.

Magnitude and Characteristics of the Problem

I run a risk in talking about the magnitude and characteristics of the alcohol-crash problem. We have all heard the statistics:

- o about 50 per cent of fatal motor vehicle accidents involve one or more persons who have consumed alcohol;
- o perhaps 25 per cent of injury accidents involve drinkers; and
- o five per cent or more of property-damage-only accidents involve alcohol.

Statistics concerning alcohol-caused road crashes may well be somewhat lower but the main point is clear: the problem is big and something has to be done. So why waste breath and time on research statistics? Moreover, when I indicate that we have great need for more information, you may react with disbelief and, with some justification, anger. Surely after decades of study, we know enough to take immediate action. Thus the term research, if not a four-letter word, has a negative connotation.

Rather than dwell on numbers and percentages, then, I would like to talk briefly about why we need to know more about the nature and characteristics of the problem.

Efforts to reduce alcohol-crash losses have always stressed counter-measures to the exclusion of careful, systematic study of the problem. Regrettably, research seems often perceived as "doing nothing" or "studying the problem to death". Ironically, most people probably accept the principle that understanding a problem--especially one that persists despite decades of various countermeasure programs--is essential to its successful control. Few would challenge the application of this principle in medicine. Research into the causes and prevention of cancer and heart disease, which are unsolved health problems of comparable magnitude, receives tremendous support from both government and private citizens. Research on the alcohol-crash

problem, however, is often questioned or ignored. The low status of drinking-driving research is due in part to the belief that present knowledge is adequate. I, for one, question that belief.

For example, in the war against drunk drivers, WHO and WHERE is the enemy? Is the enemy all persons who drive after drinking? Are drinking drivers who cause serious traffic accidents different in some important way from other drinking drivers who do not have accidents? I submit that we have few hard data to answer these and other key questions. Research to date, however, does call into question policies that treat all persons convicted of alcohol-impaired driving the same.

During the past three or four decades, we have created several stereotypes that have shaped popular opinion and perceptions. As the Hon. Mr. McMurtry mentioned yesterday, there is Good Time Charlie, perhaps a lush more to be pitied than censured. Other images include the "killer drunk"; the "social drinker" who had a few too many; the "alcoholic" or "problem drinker", more sick than criminal. We know today, however, that a seemingly straightforward question--Who is the drinking driver?--is not so easy to answer as we once may have thought. We know that drinking-drivers include people of all driving ages; persons from all walks of life; and many who are otherwise responsible, upstanding members of our communities, even our friends and neighbors, even at times (much as we might hate to admit it) you and me. We at the Traffic Injury Research Foundation have often used a quote from Walt Kelly's Pogo to bring this point home: "We have met the enemy and he is us." That some of our colleagues take issue with us on this point serves to underscore the need for more information to resolve this issue. Nevertheless, we can state with certainty that labels like "drunk drivers" conceal more than they reveal. We begin to suspect that more than one kind of approach or program will be needed to reach the many diverse groups of people in our communities who drive after drinking.

The phrase "war against drunk drivers" offers a useful analogy. If a general threw his troops and armaments into battle the way we as a society have approached this "war", we might think the general was begging for defeat. Actual military campaigns, however, emphasize mission-oriented strategy, not just tactics. Most importantly, there is clear recognition of the need for intelligence gathering (what we civilians call research), both before and after engaging the enemy. Based on reported intelligence, strategies are reviewed, plans are revised, and resources perhaps redirected, especially in wars of attrition. In this area of social concern, research--considered as intelligence gathering--becomes an integral, functional component in our overall campaign. Research is not some academic exercise for ivory-tower scientists--it serves to increase our understanding of the problem; to identify high-risk groups; and to develop effective measures tailored to the different people who are part of the problem. Research as evaluation also serves to measure our progress over time and to monitor the magnitude of the problem. Thus, one reason why we still have need for more information is simple: we have not engaged in the careful, systematic, comprehensive research needed to increase understanding and to maximize the effectiveness of our programs.

Having made this plea for efforts to advance knowledge about the problem, I also want to mention a common pitfall. To persuade people that the problem is big and warrants action, researchers and others quote statistics. Sometimes the human dimension is lost in the numbers. We all would do well to remember that a single accident with one death is a tragedy for those involved. How can we calculate the cost of pain and grief suffered by victims of senseless crashes due to alcohol-impaired driving? I believe that if research is to play its potentially valuable role in the overall social response to end this problem, we have to avoid the dichotomy between cold-hearted statistics and heart-felt emotion of concerned citizens. The recent years, for example, have featured rather strained relations between citizen activist groups and the so-called "expert community", a situation that will only hinder progress. Thus, when I conclude, as I do, that future solutions will

require recognition that this problem is complex and that knowledge to generate solutions is presently inadequate, I want you to know that I am not saying that we need "more research" and "better statistics" before we take action. Immediate action is needed and wanted by all of us. I only hope that, as we move forward, we devote enough time, energy, and money to learning more about the problem and to refining our programs in the process of taking action.

To end up five or 10 years down the road knowing no more than we do now, perhaps faced once more with evidence showing no progress toward effective action, seems to me just as senseless and tragic as doing nothing at all about the problem.

Responses to the Alcohol-crash Problem

This brings us to the second topic, drinking-driving countermeasures, which is the main focus of this conference. Because our panelists will address this topic in much greater detail, I will limit myself to several brief points.

The first point repeats one made earlier. We have in the past relied heavily on the criminal justice system to solve drinking-driving problems. If there is one clear lesson we have learned in the long history of this field it is this: the criminal justice system alone has not (and perhaps cannot) produce substantial, sustained reductions in the core problem--road deaths and injuries due to alcohol-impaired driving. Therefore, as we renew our commitment to reduce alcohol-crash losses, we might watch out for another common pitfall. When you have a hammer, everything looks like a nail. We have to consider, I believe, alternative approaches as well, to complement law-based, punitive measures so often advocated and implemented.

Second, the alcohol-crash problem is a social problem with legal, moral, economic, ethical, medical, psychological, and other implications. In other words, the problem has many dimensions and has a complexity all but denied by the phrase "drinking and driving". Because the problem is so complex, we have myriad countermeasure approaches and tactics as potential (although partial) solutions. In fact, virtually all of them have been tried before, at different times and in various places. Given the persistence of the alcohol-crash problem, we might feel overwhelmed, tempted to conclude that there is no shortage of solutions, only a shortage of those that work. Some people may even think that nothing works, in light of our lack of real success. Before we become discouraged or give up hope, we might examine how we have approached the problem in the past. Basically, we find past efforts have been fragmented, uncoordinated, and short term. No matter what programs we choose to deal with the problem in coming years, let us affirm that any action will be long term, comprehensive, coordinated and strategic in nature. Let us also recognize that no one program or approach, in and of itself, can possibly "solve" this problem. We require many different programs, both traditional and innovative. Just as one candle in the darkness, though shining brightly, sheds little light, a thousand candles light up the night.

The final point about countermeasures is really a cautionary remark. As we begin today to discuss specific tactics, we have to guard against an all-too-common tendency, one that leads to conclusions such as "nothing works". It is a truism in alcohol and traffic safety that for every solution there are 101 reasons why it won't work. You may experience an almost reflexive response to others' ideas at this conference. Someone will suggest a way to take action on drinking and driving, and immediately some of the 101 reasons it won't work will pop into your mind. You may find yourself frustrated when your ideas inspire others to identify barriers and constraints. This is where experts and nonexperts alike get stuck. One purpose of this conference, which emphasizes the role of community members, is to

move beyond why things won't work to how things will work with our involvement and participation.

The Social Context of the Alcohol-crash Problem

The final topic addresses the two questions included in the title of this paper: (1) What is the problem? and (2) Where do we go from here? The case I want to make is that solutions to this problem will require recognition of the social context in which the alcohol-crash problem arises and persists. Further, awareness of the importance of the social context is not enough. We need action programs that deal with social and cultural factors contributing to the magnitude of the problem. The need for community involvement and individual participation--the rationale for this conference--should become clearer if I make the case well.

The first question--What is the problem?--may seem pointless or naive. It is neither. As Seldon Bacon (1973) wrote a decade ago:

...The failure to achieve successful control does not primarily stem from lack of energy, know-how, money, or even from public disinterest,...it arises basically from conflicting and often ill-defined notions of what the problem is with the consequent adoption by different groups of quite different goals. In turn, these varying notions of the nature of the problem together with their contrasting goals reinforce the adoption of quite different methods for attempted control. These basic disagreements practically deny the possibility of objective evaluation of results, create antagonisms among those attempting programs, and minimize public support (p. 311).

In simpler words, different definitions of the problem result in the fragmentation of effort and the lack of coordinated activity, both of which characterize our overall response to the problem. It is not my place to define "the problem" for you. Perhaps each community as a whole must undertake that task for itself. I would like comment on the difficulty of doing so.

As in the past, "the problem" is popularly viewed as the overlap between two otherwise legal and socially acceptable behaviors (with some exceptions). The consumption of alcoholic beverages in combination with the driving of motor vehicles gives rise to drinking-and-driving behavior. The adverse outcomes of this behavior--alcohol-impaired driving and alcohol-related traffic crashes--result in human, economic, and other losses and costs to people and society, presumably our ultimate concern. This concept of the problem inspires the obvious solution: separate drinking and driving. The past 50 years, reflected in the recurrent message "don't drink and drive", have been spent for the most part in searching for THE solution, the "magic bullet" to end the problem once and for all. There is now growing acceptance that past ways of thinking about the problem have been too simple, even simplistic. Certainly, almost all frontal assaults aimed at separating drinking from driving have failed to reduce alcohol-crash losses measurably if at all.

When we recognize that alcohol and highway safety involves considerations ranging from the molecular to the societal, even to the international, then we can also appreciate that such phrases as "alcohol and road accidents", "drinking and driving", "drunk-driving", even "alcohol-crash problem", are not very informative. Even to suggest that the problem stems from the overlap of two frequent, widespread behaviors--the consumption of alcoholic beverages and the use of motor vehicles--tends to oversimplify. For example, both "behaviors" include a wide range of personal and social patterns of use, some problematic, others not. The manufacture, distribution, and sale of

motor vehicles and alcoholic beverages represent billion-dollar enterprises and key strands in the fabric of society. Laws and regulations pertaining to each have a complexity all their own, stemming from social control policies that attempt to reconcile conflicting aims of economy, justice, health, and safety. Beyond the use of motor vehicles and alcohol, beyond individual behavior, the structures and institutions of society, current social practices, and public attitudes contribute to the problem.

Unless we define the alcohol-crash problem in a way that takes into account at least some of its complexities, we may ultimately fail to develop solutions that make any difference.

At the very least we have to recognize that, as a society of individuals, we almost demand use of private motor vehicles; we encourage the consumption of alcoholic beverages; and we frequently structure our social activities to bring drinking and driving into combination. Recognition of the social context and present social conditions and forces leads me to believe that the past "ineffectiveness" of drinking-driving programs may stem from a basic root cause: our unwillingness so far to change our attitudes and how we behave on a day-to-day basis. Perhaps we now have to consider innovative strategies, the aim of which are to shift social norms, to make driving after drinking too much personally and socially unacceptable and, ultimately, completely unnecessary.

The goals of "changing social norms" and "decreasing the acceptability of driving after drinking too much" suggest some answers to the second question, "where do we go from here?" I would like to share with you a few thoughts, not necessarily answers. Perhaps the time has come to put less emphasis on having other people do something about the problem and more emphasis on ourselves taking greater personal and individual responsibility. I think that we have relied too long and too

much on "government" to do something to and for us. I also think that a critical ingredient missing from past programs is the active involvement of community members.

As Mark Keller (1982) wrote, "what's needed is the wisdom to recognize that lawmaking is not the same as behaviormaking. What's needed is to discover how to change people's attitudes toward drinking, driving, and driving after drinking. Everybody knows that. But everybody is busy adding more laws. In this the fashion has not changed" (p. 9). I strongly believe that this conference offers each of us an opportunity to discover how to change attitudes, not by lawmaking alone, but by working together in, by, and for our communities. Perhaps we can gain insights into how to create a social climate that increases the acceptability of not driving after drinking too much. Personal example and peer pressure can work both ways--for the better as well as for the worse. If we bring our efforts closer to home, then perhaps we as individuals, groups, and organizations can have a greater impact than all the laws passed over the last century.

Lest I appear foolishly optimistic, I should also point out the practical implications of this community-based strategy.

- o We have to generate among ourselves the commitment and patience for longer range, strategic approaches, and to avoid relying solely on short-term fixes.
- o We have to demand adequate research and evaluation along with action programs.
- o We have to maintain continuity of effort, lest we see a return of general public apathy.

- o We have to strive to establish broad-based, comprehensive programs, so that the whole can truly be greater than the parts.
- o And finally, as we are here to discuss, we have to discover our roles as community members, so that community-based initiatives can become a reality and not, as some might think, just a pipe dream.

I believe that, having learned our lessons from past experience, we can take heart and begin to work together with hope and enthusiasm. I look forward very much to working with you today toward these ends.

Thank you.

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PART TWO

WORKSHOP DISCUSSIONS

WORKSHOP DISCUSSIONS

The second half of the day-long conference featured eight small-group seminars, or workshops. Consistent with the theme of the conference, each group discussed topics related to a single general question:

What can we as concerned members of our communities do about drinking-driving problems in, by, and for the community?

The purpose of these workshops was two-fold: (1) to provide an opportunity for professionals and private citizens to exchange information and express viewpoints about the problem and ways to deal with it locally; and (2) to begin a constructive dialogue about community-based programs to complement present efforts in the areas of law enforcement and awareness campaigns.

This section summarizes the workshop discussions. The reasons for recording and summarizing these discussions relate directly to the purpose of the conference itself and the on-going, province-wide initiative to reduce alcohol-crash losses.

First, the call for active, broad-based community support represents a major milestone in the long history of "alcohol and traffic safety". Heretofore almost all efforts to reduce alcohol-crash losses focused on legislative changes; law enforcement; increased penalties for persons convicted of alcohol-related driving offences; and media campaigns to increase awareness. The failure of these measures to produce substantial, sustained decreases in the frequency and severity of drinking-driving problems led to the following realization: In the absence of significant shifts in social norms and changes in personal practices related to drinking, driving, and drinking-driving, the problem will persist. Decreasing the social acceptability of driving after drinking too much--or, alternatively, increasing the social acceptability of driving after drinking moderately or not at all--will require intervention strategies and programs at the community level, in particular, those

that encourage the active participation of all members of the community, not just those professionally involved in the criminal justice system. Because this conference was one of the first to consider in detail community-based efforts, a record of this event has value for the field as a whole.

Second, representatives from communities throughout Ontario participated in the small-group discussions. They took the opportunity to share a wide range of ideas and information. The findings of the workshops offer a useful source of ideas to others not present at the conference.

Third, the conference itself was a first step in a continuing process in Ontario. The challenging invitation to communities to become involved has not gone unheeded. As more individuals seek to participate, summaries of prior discussions may assist community-level groups in moving more quickly to consider alternative courses of action, mindful of the many options, possible problems, and ways to overcome those problems.

The alcohol-crash problem is complex and deeply rooted in society. Discussions of ways to prevent tragic, costly losses due to alcohol-impaired driving are wide ranging. The eight workshops were no exception. Each covered dozens of different subjects related to drinking and driving. To produce a detailed, readable summary is no easy task even for one such seminar.

The summary of discussions presented in this report differs from other conference proceedings in several ways. First, the many and varied ideas offered by participants have been organized and listed in tables. Second, the freewheeling, even argumentative flavor of discussions has been preserved. Included are reasons why some participants thought certain ideas would not work and how others thought the ideas could be made to work. Third, although some ideas did not receive much if any discussion, they have been listed so that others, picking up where conference participants had to leave off, can consider them in light of their community's needs and resources. In this way it is hoped that

the workshop summaries can serve as a resource for further discussions at regional and local levels throughout Ontario.

Participants discussed three general categories of ideas:

1. Measures to Reduce Drinking-driving Problems

Activities, programs, and other initiatives aimed specifically at (1) reducing the frequency or severity of traffic crashes due to alcohol-impaired driving; or (2) decreasing the incidence of alcohol-impaired driving.

2. Alcohol-specific Measures

Legislative, regulatory, or other measures that apply not only to alcohol-impaired driving but also to other problems associated with the consumption of alcoholic beverages.

3. Traffic-safety Measures

Legal, regulatory, and other measures aimed at reducing the frequency or severity of traffic crashes, including those due to alcohol impairment.

Consistent with the purpose of the conference, measures to reduce drinking-driving problems were emphasized most. Ideas in that category have been grouped under more specific headings:

- A. Community-based Initiatives: Getting Started
- B. Action in the Community: Ideas on What to Do
- C. Preventing Alcohol-impaired Driving: Alternative Means of Transportation
- D. Focus on Licensed Establishments

- E. Law, Enforcement, and Penalties for Alcohol-related Driving Offences
- F. Information, Awareness, and Education
- G. Solutions through Technology

It will be obvious from Table 1,2, and 3 that only a few of the many "solutions" to drinking-driving problems received complete airing and extensive discussion. The summaries of those that did often reflect differences of opinion. In most cases, how to make various ideas work in the real world was left unexamined. Given the limited time available for the discussion groups, the complexity of drinking-driving problems, and the relatively new topic area (community action), this is hardly surprising. The workshop summaries do indicate clearly that there is no shortage of ideas about reducing alcohol-crash losses. They also show the many problems, considerations, and barriers people face in the overall effort to accomplish common goal.

In summary, the workshop discussions represent starting points for continued dialogue, not a final set of answers to the problem. They bring home another growing realization among citizens, experts, and government officials alike: A successful campaign to produce substantial, sustained reductions in the magnitude of the problem will be comprehensive, long-range, and intensive; coordination, communication, and community-based action are essential elements in the long-term effort ahead of us all.

TABLE 1. MEASURES TO REDUCE DRINKING-DRIVING PROBLEMS

Actions, programs, and other initiatives aimed specifically at (1) reducing the frequency or severity of traffic crashes due to alcohol-impaired driving or (2) decreasing the incidence of alcohol-impaired driving.

A. COMMUNITY-BASED INITIATIVES: GETTING STARTED

<u>IDEA</u>	<u>WHY IT WON'T WORK</u>	<u>HOW IT CAN WORK</u>
Establish regional or local task forces to focus and coordinate activity in the community: include politicians; government officials; educators; police; social workers; medical, legal, and other professionals; representatives of local Chamber of Commerce, service clubs; licensed establishment owners and managers; etc.	- o Present community leaders may not have a true commitment to this issue. - o Activity would simply fade away when no feedback of success or progress is given. - o Perception that this approach (community action) is "merely window dressing"---really need provincial government leadership and funding.	o Develop model in general form, make it clear that it can (even should) be adapted to local needs and circumstances.
Develop model for <u>concerted</u> community action (for example, a task force with people representing the many different functions needed to deal with drinking-driving problems effectively) to illustrate to everyone that each member of the community can play a positive role in the effort as a whole.	- o Local communities may not want provincial government to tell them how to solve their drinking-driving problems. - o Local resources not adequate to implement this approach. - o Lack of knowledge about the extent of local problem prevents effective planning and action.	

IDEA

WHY IT WON'T WORK

Conduct regional conference similar to Toronto conference to spur formation of local committees, task forces.

- o No money to support such efforts.

HOW IT CAN WORK

- o Solicit donations from people and groups wishing to contribute to the effort.
- o Rely on community support and community effort to make things happen.
- o Explore the possibility of obtaining funds from local grants program.

Encourage mayors to set up council committees to whom representatives of various groups could offer advice and which could determine a general consensual direction, provide organization, and coordinate community activity: this to avoid confusion, redundancy in effort.

- o Council structure is too cumbersome, too overburdened to assume responsibility for the drinking-driving issue.
- o Politicians tend to endorse local efforts but do not share the workload.

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

Base community efforts on existing groups (for example, Neighborhood Watch, Block Parent Association); seek support from business and service clubs; have brochures printed and distributed to other members of community; increase awareness that drinking-driving problems exist in community, not only elsewhere; stimulate demand for action through local news media.

- o Need two or three key people to act as catalysts.
- o Need broader, more diverse base for establishing comprehensive, community-wide efforts.

Define community; identify and gather together those both concerned and willing to become involved.

- o Need for better information on the extent of local drinking-driving problems.
- o Most people are not victims and therefore are not mad enough to become involved.
- o Those who are concerned do not know how to get others not directly affected by the problem to become involved.
- o There is widespread apathy about drinking-driving problems; some people shy away from involvement because they are part of the problem.

- o Encourage local police to refer victims to local organization.
- o Publicize existence of group through local media, hold public meetings.
- o Encourage local police to conduct intensive enforcement effort in community to get others interested in alternatives to alcohol-impaired driving.

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

- o Have victims share their tragic experiences with community groups and organizations to bring home the need for prevention.

Establish province-wide consensus through government-sponsored program with which all other agencies, communities, and private groups and organizations could agree (for example, prevention of damage due to alcohol-impaired driving; combine program with strict law and increased enforcement.) Program should not alienate key stakeholders (for example, alcoholic beverage industry, hospitality sector). Program should have common theme, high-powered media campaign to lessen social acceptability of impaired driving.

- o If program is coordinated through government, then another bureaucracy would be produced.

OTHER IDEAS AND SUGGESTIONS

- o Develop and establish a coordinated, systematic approach at the community level: educate at an early age people who will later drink and drive and continue the educational process through young adulthood; develop theme for community effort; select people to lead community effort; advocate that appropriate legislation be put in place; support local enforcement efforts; monitor activities of local courts; obtain local statistics to see if progress in reducing drinking-driving problems is being made.
- o Establish group of concerned citizens and directly approach (a) M.P.P. to ask what that person is doing in the fight against impaired driving; (b) M.P. to inquire about efforts to strengthen the Criminal Code and to facilitate enforcement of impaired driving laws; (c) local politicians to ask what they have done or plan to do.
- o Expand provincial task force to include nongovernmental agencies, organizations, citizen groups, and other concerned parties.
- o Central provincial office should supply needed finances, other resources to support overall master plan to reduce people's tendency to work at cross-purposes.

B. ACTION IN THE COMMUNITY: IDEAS ON WHAT TO DO

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

Begin at the neighborhood level: host a gathering devoted to discussing drinking-driving problems, encourage friends and acquaintances to participate in any way they can in preventing alcohol-impaired driving in the community.

- o People do not realize the full consequences of arrest and conviction.
- o Those concerned either have no time or have no motivation.
- o Lack of leadership, direction.

- o In smaller communities everyone knows everyone else--a local tragedy may serve to stimulate, unite community effort.

- o Make the time--be a self-starter.

- o Request that Attorney General suggest to local council to get action started by placing ad in local newspaper, presiding over public meeting.

To enroll family members, friends, and neighbors, print up pledge cards designed to elicit commitment never to drive after drinking too much and personally approach others to "sign up" to participate.

- o "Naive."

IDEA

WHY IT WON'T WORK

Host discussion groups that include representatives from the wider community; have persons familiar with the law and consequences of conviction "spell it out" to people who may not be aware of all the risks involved (e.g., a judge, lawyer, person convicted of alcohol-related driving offence).

- o Youth in particular resent "lecturing" from parents; perceive emotional reaction by victims; consider police officers as unwelcome authority figures.

HOW IT CAN WORK

- o Adopt peer-interaction approaches. Have peer who has had direct experience describe step-by-step what could very well happen to others in group.

When hosting a party, make sure guests will not have to drive home impaired (for example, purchase breathtesting device for use by guests, before they decide whether to drive or to use alternative transportation).

Host social gatherings with food and alcoholic beverages, make breathtesting devices available for self testing.

- o Alcohol affects judgment; guests will not accept alternatives to driving home.
- o Offer of alternative transportation would be refused.
- o Use advance planning: set ground rules for party, risk losing a "friend" in showing personal leadership.
- o Need a concerted effort over time. Take a stand--each time will become easier.
- o Don't invite guests who insist on driving after drinking too much to another party.

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

Host parties without serving any alcoholic beverages.

- o Too closely linked to Temperance, unacceptable to most people.
- o The basic problem is not drinking, or even drinking to excess, but driving after drinking too much.

Convince others close to you-- persuade, encourage, assist them--not to drive after drinking; help change their attitudes toward drinking and driving; begin in your own "two-block area".

- o People will probably think this approach too inconvenient or too embarrassing.
- o Such "local" efforts will not make any difference.
- o People just do not care that much.
- o Middle-class values like that will not be accepted by those who do not share them, especially people in the hard core who drive after drinking and cause accidents.

- o Small-scale efforts, when multiplied by hundreds and thousands, will add up to significant changes in attitude in a community.

- o "A ten-thousand mile journey begins with a single step."

Similar to the Neighborhood Watch program, telephone police when neighbors or others are about to (or are) driving after drinking too much.

- o Impaired driving behavior not considered bad or unacceptable enough for people to "turn in" their neighbors.
- o Police do not have capability to respond to all the calls; few offenders would end up in the legal system.
- o People's attitudes are too "soft" on impaired driving.
- o "Friends don't let friends drive drunk." Learn to say no for oneself and for others.
- o Telephone police any-way.

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

- o People are unwilling to "turn in" neighbors, realizing their own drinking-driving behavior would place them at risk of retaliation.
- o The fear of antagonizing or making an enemy of a neighbor of influential acquaintance would stop people from telephoning police.
- o People do not know how to deal with the peer pressure that favors the norm of driving after drinking too much.
- o People are really apathetic and think the problem is intractable.
- o If police are unable to respond to calls, people will think police have an "I-couldn't-care-less" attitude.
- o People will use this as a means of vindictiveness.
- o People will probably be unwilling to go to court, give evidence of what they witnessed, particularly if offender is a family member or close neighbor.
- o One has to set standards one is prepared to live by--not easy, but very necessary.
- o Call local citizen action group, have them inform police.
- o Make a personal commitment not to drive after drinking too much--set an example for family members and neighbors and eliminate the problem of hypocrisy.
- o Solution to the problem begins at home--if neighbors pose a threat to one's family and oneself, they should be in trouble with the law.

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

- o Publicize program along with clear indication of limitations of police manpower, but stating that police will, if at all possible, respond immediately to the call.

- o Police have to gather evidence of impaired driving anyway and "informers" would not be required as witnesses.

Monitor court proceedings, not to pass judgment on those involved, but to observe, learn, and understand what the judicial system is doing, to monitor effectiveness of judgments made.

Monitor court proceedings, write to the Attorney General with observations or complaints.

- o Identifiable groups may create confrontational atmosphere and become counter-productive.
- o Judges may believe monitoring efforts are an attempt to intimidate, to interfere with their independence.

- o Remain unobtrusive, report back to community.

- o Allow pressure for change in judicial practices to come about naturally.

Monitor the number and type of alcohol-related driving offences in the community.

- o Police may not be willing to release such information on an on-going basis.

OTHER IDEAS AND SUGGESTIONS

- o Develop rapport with local police and media in an attempt to have drinking drivers regarded as socially unacceptable by all of society.
- o Request that mayors proclaim a week devoted to raising awareness about drinking-driving problems in their individual communities.
- o Approach organizations, clubs, and groups that have functions where alcoholic beverages are served, encourage them to purchase or borrow breathtesting devices for use at these functions and encourage those responsible to arrange for alternative transportation for those who would otherwise drive after drinking too much.
- o Create shopping-mall displays to sustain local awareness of drinking-driving problems.
- o Bring together youth belonging to high-risk groups (for example, 16 to 24 year-olds) to participate in discussion groups and generate solutions to the problem.
- o Compile list of resource speakers willing to make presentations to local groups and organizations.
- o Encourage professional groups in community to deplore publically alcohol-impaired driving.
- o At club, association, and group functions, have guests leave car keys with host, take breathtest before getting keys back to drive home.
- o Use focus-group approach to evoke positive, action-taking attitudes among others and to generate local solutions.
- o Approach community associations, service clubs, other groups and ask each to make a specific commitment to participate in a community-wide effort.
- o Build a float for a local parade (for example, a wrecked car, uniformed police with breathtesting equipment) to maintain community awareness.

- o Have local billboard companies display, free-of-charge, signs advertising local initiatives, theme of community-wide effort.
- o In cooperation with police and medical authorities, compile credible, local statistics; monitor drinking-driving problems over time; evaluate progress to provide feedback to community members.
- o Deal first and foremost with ourselves: our accountability to ourselves, our families, and our friends and acquaintances.
- o Join a citizen action group.
- o To set a good example for children, eliminate the drinking of alcoholic beverages from the home environment.
- o Set a personal limit on the number of drinks you or your family members will consume before driving--and stick to it.
- o Simply do not consume alcoholic drinks when you know you have to drive later on.
- o As a couple, designate one as the driver who will abstain from drinking during party or other function where alcoholic beverages are served.
- o Set a limit on the number of drinks you will serve those people you know plan to drive themselves home.
- o At house parties, employ bartender to control drinking and to serve weaker drinks as evening progresses.
- o Stay overnight at hotel where drinking takes place, perhaps with hotel offering lower rates to guests at an organized function.
- o Allow teenage son or daughter use of family car only on the condition they do not drink and then drive.
- o Parents can set a good example by not driving after drinking and discussing their decision not to with their children.
- o Leave one's car halfway between home and destination to facilitate its pick up the next day and to avoid driving after drinking.

- o In a small town or when drinking near to home--leave car at home.
- o As host of party, have each guest donate \$5 to a common fund that will be used for cab fares for different groups going home to different areas.
- o Make use of the parent-child contract in which both parties agree to drive the other home should either be in a situation where one has to drive home when impaired (or be a passenger in a car driven by someone who is impaired); promote the adoption of this approach (Students Against Drunk Driving) by others in the community.

C. PREVENTING ALCOHOL-IMPAIRED DRIVING: ALTERNATIVE MEANS OF TRANSPORTATION

IDEA

Organize teams of two within community to provide low-cost transportation home (car + driver) to people who choose not to drive after drinking too much.

WHY IT WON'T WORK

- o Service is probably not economically feasible.
- o Service would not be used.
- o Past attempts seem to have failed, were undercapitalized, and did not cover costs of providing service.
- o Penalties for alcohol-impaired driving not yet severe enough to make such service attractive to potential users.
- o Decision not to drive after drinking too much will not be made by people who have been drinking.
- o Drinkers who drive do not believe they will be stopped and arrested, much less have an accident.
- o If youth provide the service, some may be assaulted.

HOW IT CAN WORK

- o Use peer pressure--assist others who drink too much to choose alternative transportation.
- o Decision not to drive after drinking has to be made before drinking begins; wide publication of service would help.
- o Establish policy never to have young woman drive intoxicated men home.

Solicit private sponsorship of alternative transportation similar to "free rides home" on New Year's Day.

- o Too costly for potential sponsors.
- o Program is an invitation to drink to excess.
- o Party may get transferred to public transportation system, which would promote disorderly conduct.

OTHER IDEAS AND SUGGESTIONS

- o Encourage employers who have office parties or sponsor functions involving alcoholic beverages to provide alternative transportation for employees and their guests.
- o When teenagers have parties and drink, make sure each one has a ride home with a sober driver.
- o Taxi companies could offer discounts to people who have had too much to drink and choose to take a cab instead of driving home.

D. FOCUS ON LICENSED PREMISES

IDEA

Establish policy that requires bar patrons to deposit car keys with manager, who will return them only if driver is sober and, as indicated by a breathtesting device, is below the legal limit.

WHY IT WON'T WORK

- o Breathtesting equipment to facilitate this approach not generally available.

HOW IT CAN WORK

- o Many reliable breath-test devices now available and on the market for purchase at a reasonable cost.

Put breathtesting devices in bars.

Require as a condition of licensing all establishments to have breathtesting devices available to patrons.

- o Patrons would not accept them and would go to taverns or bars where no breath-testing devices were used.

- o Require all licensed premises to have such devices, with patrons responsible for performing tests.

Require self-testing devices for breath alcohol be available in all licensed premises and wherever special occasion permits are used to sell or serve alcoholic beverages.

- o Breathtesting devices would lead to drinking contests in bars and taverns; people will use coin-operated machines as a game.
- o Licensed premises are not a problem. They employ professional, nondrinking staff who measure drinks and do a good job in monitoring patrons' drinking. They do not want or need breathtesting devices.
- o Novelty of breathtesters would wear off, no one would use them in time.

- o Establish this practice through local associations so that no one licensed premise would have to go it alone.

- o Use devices that do not have digital displays, that only indicate when patron is over the legal limit.

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

- | | |
|---|---|
| <ul style="list-style-type: none">o Bartenders would not demand a breathtest before serving patrons--this practice would create disturbances.o Bars and other licensed establishments are in the business of selling alcohol, would not want breathtesting devices available to patrons, who might then not consume as many drinks.o Many people are impaired before they reach the legal limit--many might then drink more than they usually do.o People would drive anyway.o People using the machines would have a false sense of security, would place too much trust in readings. Breath-testers are not accurate. | <ul style="list-style-type: none">o Studies have shown that large percentages of people leaving bars and taverns are over the legal limit for blood alcohol.o Responsible drivers who drink would welcome the opportunity to check their alcohol level before driving. |
|---|---|

OTHER IDEAS AND SUGGESTIONS

- o Hold meetings to which local tavern owners and others responsible for licensed premises are invited to discuss the responsibility of servers to patrons in the area of preventing alcohol-impaired driving.
- o Encourage licensed premises to provide alternative transportation for patrons who drink too much to drive home.
- o Licensed premises could subsidize taxi fare for patrons returning home as an inducement to choose alternatives to driving.

- o As a promotional scheme, have licensed premises offer a free drink if patrons agree to use a breathtesting device before later driving away, and to use alternative transportation if necessary.
- o Launch a community program to increase awareness among patrons of licensed establishments about the risks and consequences of alcohol-impaired driving; combine with strong enforcement campaign to prevent alcohol-impaired patrons from driving away from those establishments.
- o Have police park outside licensed establishments, offer breathtests to patrons intending to get into cars to drive.

E. LAW, ENFORCEMENT, AND PENALTIES FOR ALCOHOL-RELATED DRIVING OFFENCES

<u>IDEA</u>	<u>WHY IT WON'T WORK</u>	<u>HOW IT CAN WORK</u>
Have police posted outside hotels, taverns, and other licensed premises.	o Socially and politically unacceptable--not perceived as "playing the game fair".	
Introduce impaired-driver educational programs as an alternative to mandatory jail sentences.	- o Repeat or habitual offenders not responsive to such programs. - o Mandated attendance at courses less effective than voluntary participation.	
All sentences for impaired-driving offenses should include mandatory participation in defensive-driving courses.		
Put information about licence suspensions on Canada-wide police information computer system (CPIC).	o Too costly for the brief periods of time involved.	
Use community service (cleaning up accident scenes, working in emergency wards) as sentencing options.	o Only has impact on one person.	
Impound any and all vehicles driven by people upon their conviction for alcohol-related driving offences.	- o Legal issue arises when person operates vehicle owned and registered by another person or company. - o People will circumvent the system, drive anyway.	

IDEA

WHY IT WON'T WORK

- o Too costly.
- o Authorities responsible for vehicles cannot secure them from vandals, automobile thieves.
- o Space for storing vehicles not available; huge parking lots would have to be constructed; streets would become impassable.
- o Measure would penalize families of those convicted, especially those who could, and would need to, use vehicle.

HOW IT CAN WORK

Pressure courts, Crown attorneys to mete out stiffer penalties to all persons convicted of alcohol-related driving offences.

- o Lawyers will increasingly ask for remands to avoid judges who respond to that pressure.
- o Judges would prefer alternatives in addition to fine, licence suspension.

- o Develop local programs for persons convicted of impaired driving.

Increase penalties for all alcohol-related driving offences, especially longer jail terms for those offences involving death or injury.

- o Community standards reflect tolerance of present sentencing practices.
- o Commitment among community members to make a difference is lacking.
- o In smaller communities judges and justices of the peace know offender.

- o Do research to characterize present attitudes in community, to identify ways in which attitudes need to be changed.

IDEA

Increase greatly the enforcement of impaired driving laws by having police do random check stops throughout the year; the purpose of this approach is to increase the actual and perceived risk of arrest and to encourage the public to consider alternatives to driving after drinking too much.

WHY IT WON'T WORK

- o People would resent this practice.
- o Cost is too great.
- o Processing people through the criminal justice system would become biggest problem and would limit the number of arrests.
- o Police do not have the manpower, necessary resources to increase enforcement.
- o Police have responsibility for many problems in the community, impaired driving being only one. Forces do not have the capability to maintain strong emphasis on this one problem without taking away from others (for example, domestic disputes, break and entering, robbery, etc.)
- o Police are too thinly spread in rural areas.
- o Courts are too lenient and let those convicted get off too lightly.
- o Police do not believe that the community really supports strong enforcement tactics.

HOW IT CAN WORK

- o Police could deal with people with a positive attitude to smooth the process, using commonsense, courtesy, and tact.
- o Because courts reflect community standards, demonstrate broad-based support for panel-ties of increased severity for all persons convicted of alcohol-related driving offences.

IDEA

Give option to convicted impaired drivers: (a) go to jail or, as a condition of probation, (b) purchase sign to put on any vehicle driven that reads "DD" (for drinking driver) to identify person to police and to other members of the community. Failure to use the sign would constitute breach of probation and, if caught, the person would be jailed.

WHY IT WON'T WORK

- o Sign may become "macho" symbol among youth, a "cool thing" to display on one's car.

HOW IT CAN WORK

Encourage Crown attorneys, judges to spend more time on cases involving alcohol-related driving offences, to get the full story of events leading up to arrest, a description of the accused's background, and a summary of community statistics on the seriousness of drinking-driving problems. The purpose would be to assist the judge in giving "more appropriate" sentences.

- o There simply is not enough time available to do this.
- o This approach would require a computer to store specific details about each case, which costs money; more courtrooms; more justices; more Crown attorneys; more police. Taxes would increase, increasing public resentment of government and putting the issue of impaired driving on the back burner.
- o Existing backlog of cases in court would increase greatly.

WHY IT WON'T WORK

IDEA

Revise Criminal Code to increase higher minimum mandatory penalties in order to reduce judicial discretion and to prevent avoidance of stiffer penalties now possible under existing laws.

- o Judges would react very strongly and negatively.
- o If minimum penalties are too high, the rate of guilty pleas would decrease; the number of trials would increase; the "stiffness" of the defence would also increase.

Amend the Highway Traffic Act to include a law permitting authorities to revoke permanently the driver's licence of anyone found driving with alcohol on their breath.

- o Politically, socially unacceptable.

Revise Criminal Code to increase minimum fine for impaired driving to \$2000.

- o Most people convicted of that offence could not pay the fine.
- o Large fines would hurt families of those convicted.

Include liquor law offences (for example, having open alcoholic beverage container in vehicle) in computerized criminal record systems.

- o Unwillingness of Federal authorities (CPIC) to integrate with provincial systems.
- o Work to establish consensus among provinces to include records of such offences in CPIC.

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

Drag drunk drivers to hospitals o Many victims would resent this approach, to watch their victims in not wishing any contact with offenders. pain; alternatively, ensure that drunk drivers have some contact with victims after the fact.

OTHER IDEAS AND SUGGESTIONS

- o Provide roadside breathtesting devices for every police car in the province; train all officers in their use.
- o Educate police officers to recognize drivers impaired by alcohol but not "drunk".
- o Increase awareness among police and the public about Ontario's 12-hour licence suspension law and the use of roadside breathtesters by police.
- o Develop and implement programs for those convicted of impaired driving that would truly benefit them in terms of rethinking their lifestyle; refer offenders to agencies which can provide a meaningful educational or rehabilitational experience; punishment alone does not seem to work.
- o Provide correctional facilities for convicted impaired drivers that do not have them in contact with hardened criminals; alternatively, institute temporary absence programs.
- o Amend Highway Traffic Act to include provisions for administrative licence suspensions.
- o Confiscate cars used by convicted impaired drivers, auction them off, put revenues from sale in a fund earmarked for drinking-driving countermeasures.
- o Institute a pre-sentencing, educational program for all people convicted of alcohol-impaired driving.
- o Remove licence plates from all vehicles operated by persons who were arrested and convicted for impaired driving for a period equal to driver licence suspension.

- o Require by law that all persons convicted of impaired driving take a comprehensive drinking-driving seminar as a condition for reinstatement of driving privileges.
- o Have persons convicted of alcohol-related driving offences assessed for problem drinking, alcoholism; problem drinkers or alcoholics should demonstrate successful rehabilitation as a condition for reinstatement of drivers licence.
- o As a condition for obtaining or renewing a driver's licence, require all persons to take (or retake) a drinking-driving seminar.
- o Police could film videos of the behavior of persons arrested for impaired driving to increase the rate of guilty pleas to charges.
- o Include passing a comprehensive test on drinking and driving as one requirement for obtaining or renewing a driver's licence.
- o Include questions concerning drinking and driving on written examination for a driver's licence.
- o Revise Criminal Code to authorize the taking of blood specimens from those charged with impaired driving by qualified medical personnel.
- o Revise Criminal Code to provide that any person who causes death or serious injury as a result of driving while impaired be charged with criminal negligence.
- o Require people to consent to the taking of blood specimens if requested by police as a condition of obtaining or renewing driver's licence (implied consent law). Refusal of the request would result in licence suspension.
- o Increase sales tax on alcoholic beverages to support stricter enforcement of impaired driving laws.
- o Form "vigilante groups" to take car keys from people coming out of local bars, other licensed premises.
- o Citizens could stop and detain others who drive while intoxicated.

F. INFORMATION, AWARENESS, AND EDUCATION

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

Publicize factual, consistent messages about drinking-driving problems and the risks of alcohol-impaired driving to avoid confusion about statistics and guidelines for proper behavior.

- o Actual risks of arrest and accident involvement would appear low statistically. Publication of "facts" may lead to greater acceptance of risks.
- o "Hard facts" about drinking-driving problems difficult to obtain.

Put up posters concerning the problem in local places where people drink alcohol.

- o Owners of licensed premises would resist.

Develop and televise advertising campaign for grade-school-aged children.

- o Advertising of alcoholic beverages and portrayal of alcohol use on television would decrease potential benefits.

Educate the public (a) through concentrated mass media campaigns and (b) through courses required at licence renewal time.

- o Ridiculous--any adult knows the problem. What are you going to teach them?!

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

Encourage Ratepayers Associations and Parent Associations, the memberships of which stretch across a wide range of social and political areas, to become involved in pressing for educational programs in elementary school systems.

- o Many people may not accept that attitudes toward drinking (or drinking and driving) are formed in the 6-10 year old age group.

- o Parents of high school-aged children may be more willing to become involved, believing that the older children would understand the adverse effects of alcohol on driving.

Establish peer counselling programs in community high schools (a self-help approach with professional, adult guidance).

- o In the absence of longer term funding it is difficult to implement programs and to evaluate its impact on attitudes among youth.

Place graphic pictures of traffic crashes involving high school students in the schools they attended.

- o May offend public sensibilities, hurt family feelings, receive parental disapproval.
- o "Shock effects" short-lived.

Take a more aggressive approach with high-school youth. Hit hard with progressive education/awareness programs throughout high school years.

- o Television advertising of beer outweighs effects of educational programs.
- o Young people are going to drink beer anyway--it's the combination of drinking and driving that is the problem.
- o "Overkill"--youth will begin to resist messages filled with cautions, horror stories.

IDEA

WHY IT WON'T WORK

Present statistics to youth showing that they live in a high risk area.

- o Statistics too impersonal, do not bring the problem home to people.
- o People may not believe or relate to statistical information; some statistics may actually create the opposite of the impression intended.

HOW IT CAN WORK

Conduct discussion groups among youth to encourage them to acknowledge their drinking-driving problem, to deal responsibly with it, and to confront problems they face with peer pressure.

- o Communication problems exist between different subgroups of youth.
- o Teachers seem just like police to many youth.

- o Avoid experts preaching to youth; adults' role is to provide focus, information, then to leave youth to discuss the problem among themselves.

Have periodic educational presentations to high school youth appropriate to age, development state (especially before drinking and driving patterns too well established).

- o 14-16 year olds have already identified with value system, believe that they have "learned it all".

- o Avoid experts preaching to youth--develop strategy and tactics to encourage their voluntary, active involvement.

- o Promote positive programs like the parent-child contract (SADD)

- o Start program before high school with 9-10 year olds.

IDEA

WHY IT WON'T WORK

Have youth become actively involved in drinking-driving programs through schools; encourage Boards of Education to support student participation and to adopt educational programs from K through 13.

o No time, no space in curricula for this kind of program on drinking and driving.

HOW IT CAN WORK

o Request leadership from Ministry of Education--for example, a directive to have active educational programs introduced in all school systems.

OTHER IDEAS AND SUGGESTIONS

- o Develop and conduct mass media campaign to emphasize personal accountability and responsibility to friends when one hosts small parties ("host responsibility").
- o Flood media with "the message"; have posters placed in retail outlets, banks, post office branches, public buildings, etc.
- o Have the Ministry of the Attorney General supply posters to all liquor outlets, brewers' retail stores, and licensed premises.
- o Alcoholic beverage industry should promote an end to alcohol-impaired driving through mass advertising campaigns.
- o Insurance industry should widely publicize nonpayment of personal losses if claimant was alcohol-impaired and caused a traffic crash.
- o Hotel/motel industry should advertise more widely discount room rates for guests of organized functions.
- o Provincial office should assemble packages of available informational resources (including films) for use by community groups in their approach to other groups, schools, organizations and distribute them upon request.
- o Establish central, provincial coordinating centre that would serve as an information clearinghouse.

- o Produce and distribute films and brochures that reflect a more positive approach to drinking-driving problems: tell what the problems are, what the solutions are, and demonstrate positive preventive actions, not just "blood and gore".
- o Employ high-powered advertising agency to get a true picture of what needs doing across to everyone.
- o Demonstrate to people through mass media campaigns the real consequences of alcohol-impaired driving--the impact on victims' lives, disability, consequences of conviction beyond loss of licence.
- o Through the media increase people's awareness of how small amounts of alcohol can impair the ability drive.
- o Require all people to take a drinking-driving seminar before obtaining or renewing a driver's licence.
- o Require all novice drivers to take a four-hour seminar on drinking and driving before receiving licence.
- o Upon licence renewal, give to each driver on informational package concerning drinking and driving ("educational propaganda").
- o Conduct educational seminars in the community, invite judges to attend.
- o Teachers could assign media monitoring projects to classes as a way to increase students' awareness of drinking, driving, and drinking-driving problems. Teachers could also encourage their colleagues to do likewise.
- o Encourage public school principals to become involved in getting information about alcohol and drinking-driving problems to younger children.
- o Through presentations of local police officers, communicate effectively to youth the reality of consequences of arrest, conviction for impaired driving.
- o Have coroners participate actively in school-based educational programs.

- o Have coroners hold more inquests into fatal motor vehicle accidents involving alcohol to increase local awareness and concern about drinking-driving problems in the community.
- o Enroll the teaching community through use of professional development days (teach the teachers).
- o Form student action group chapters in schools.
- o In high schools, conduct poster campaign in which students have the opportunity to comment on alternative posters and select one they consider most effective.
- o Require attendance at drinking-driving seminars for persons, groups, and organizations that apply for special occasion permits from LLBO.
- o Encourage owners of licensed establishments to institute server intervention training courses for employees who serve alcoholic beverages to patrons.

G. SOLUTIONS THROUGH TECHNOLOGY

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

Require through Federal regulation that all automobiles sold in Canada be equipped with "alcohol interlock" systems, ensuring that no vehicle can be driven unless person is sober and below a certain level of alcohol.

- o Economic implications include increased cost of vehicles.
- o People who drive after drinking would find a way around system.
- o System would have calibration, maintenance problems.
- o Dictates to free enterprise what to manufacture.

Encourage government and/or industry to develop simulator for demonstrating the risks of alcohol-impaired driving; display simulator in different communities, have people drink and experience adverse effects of alcohol on driving ability.

- o Very costly.
- o Teenagers less than 19 years of age (who are most inexperienced) could not legally participate.
- o Some people may actually find out that they can perform well after drinking.
- o Too many people to serve with this approach.
- o Obtain parental consent, demonstrate under safe, controlled circumstances.

TABLE 2. ALCOHOL-SPECIFIC MEASURES

Legislative, regulatory, or other measures that apply not only to alcohol-impaired driving but also to other problems associated with the consumption of alcoholic beverages.

<u>IDEA</u>	<u>WHY IT WON'T WORK</u>	<u>HOW IT CAN WORK</u>
Raise minimum legal drinking age to 21 years.	- o Drivers of all ages are part of the problem--why not raise the age limit to 25 or 35 years? - o Separates the age of majority from the privilege of consuming alcohol--inconsistent treatment of young adults, disrupts process of socialization to adult norms. - o Issue of fairness--affects young adults who drink responsibly and others who do not drive at all. - o Young adults would turn to drinking in "uncontrolled" settings. - o Older adults would purchase alcoholic beverages for those underage. - o "Age of majority" card program has failed, with time to obtain card too long and its nonacceptance among young adults.	o Write to local M.P.P. (letters, not petitions) requesting tighter alcohol control policy.
Eliminate practice of "happy hours" at licensed premises and make people pay full price for alcoholic drinks.	- o Provincial deregulation of price structure permits two price changes per day. - o "Happy hours" forced on hotels, taverns, and other licensed establishments that desire to remain competitive.	

IDEA

WHY IT WON'T WORK

- o Liquor Licence Board of Ontario (LLBO) is pursuing deregulatory, liberalizing policy.
- o Government eager to generate revenue from sale of alcoholic beverages.

Prohibit all advertising of alcoholic beverages on television and radio.

- o Calls for complete ban will cause rejection of recommendation as one put forward by advocates of Temperance, Prohibition.

Prohibit "lifestyle" advertising of alcoholic beverages, including the showing of any type of vehicle in association with these products.

- o Alcoholic beverage industry will find many other avenues to market their products, including increased sponsorship of sporting events.

Decrease the "seductive suggestiveness" of alcoholic beverage advertising on television.

- o Politicians would suffer at the hands of industry lobbies, lose needed economic support.
- o Advocates of change in advertising policy not strong enough to accomplish their goals.
- o Commercials will still be carried on television by U.S. stations and programming, some sponsored by Canadian companies to circumvent provincial bans.

HOW IT CAN WORK

- o Prohibition-eliminate production, sale, distribution and consumption of alcoholic beverages.
- o Request that provincial officials apply to Federal government for Canada-wide ban on alcoholic beverage advertising.
- o Consider even small decreases in exposure to advertising "a start in the right direction".
- o Precedents in banning advertisement of alcoholic beverages exist to support move for consistency (no advertisement of any kind of alcoholic beverage).

IDEA

WHY IT WON'T WORK

HOW IT CAN WORK

- o The desirability of revenue from the sale and advertising of alcoholic beverages leads to social and political unwillingness to regulate in this area.

Have manufacturers remove all alcohol from alcoholic beverages and not inform the drinking public.

- o Measure would result in fraudulent labeling, public outrage and rebellion.
- o "Dumb idea."

Reduce amount of alcohol allowed in various alcoholic beverages

- o Liquor lobby too powerful.
- o Infringement of individual rights.

Decrease the social acceptability of drunkenness and excessive drinking (a root cause of alcohol-impaired driving) through comprehensive, consistent education in the home and in the schools.

- o Reluctance among peers to establish limits on the amount of alcohol people consume.

B. OTHER IDEAS AND SUGGESTIONS

- o Increase number of LLBO inspectors to ensure that licensees are following practices consistent with present laws.
- o Institute stricter alcohol control policy through LLBO, enforce existing laws and regulations more strictly.

- o Amend Section 43 of Liquor Licence Act to include hosts of private parties among those potentially liable for damage done by persons impaired by alcohol provided by the host.
- o Require through regulation the placing of labels on all containers of alcoholic beverages warning of risks associated with their consumption, including impairment of the ability to drive.
- o Require that announcements warning of risks associated with alcohol consumption be made in conjunction with alcoholic beverage on television.
- o Advertisements for alcoholic beverages should include disclaimers listing adverse effects associated with their consumption.

TABLE 3. TRAFFIC-SAFETY MEASURES

Legal, regulatory, and other measures aimed at reducing the frequency or severity of traffic crashes, including those due to alcohol impairment.

<u>IDEA</u>	<u>WHY IT WON'T WORK</u>	<u>HOW IT CAN WORK</u>
Raise the age limit for obtaining a driver's licence (for example, to 18).	- o Present age limits set in tradition. - o Many people seem to believe that most young people are responsible enough to learn to drive, that it is not fair to penalize the majority for the reckless behavior of the minority.	
Make drivers' education free of charge.	o Nothing is free--where would funds to support this program come from?	o Find ways to pay for universal driver education.
Make drivers' education a requirement for obtaining a licence.	- o The poor could not afford to meet the requirement. - o Measure means more regulation--people will not support it. - o Capability to provide such courses is presently inadequate. - o Youth in rural areas who learn to drive on the farm do not need such courses.	- o People can afford cars, registration fees, vehicle maintenance--cost of driver education not much more of a burden. - o Agencies and organizations offering courses (e.g., community colleges, high schools, community

IDEA

WHY IT WON'T WORK

- o Benefits of driver education do not last.
 - o Presents wrong attitude, misses the point about learning to drive safely.
 - o Teenagers usually do not pay the premiums anyway.
 - o Cost of insurance not really an issue.
 - o All the training and inhibitions go out the window anyway when a person drinks, so why bother?
- Advertise driver education courses as a way to obtain reduced premiums.

HOW IT CAN WORK

driving schools, etc.) could expand to meet increased demand.

Commend people for good driving record upon licence renewal.

- o People who drive after drinking too much or commit other offences and who are not caught will also receive commendation and may continue their unsafe driving practices.

-
- o Make community-sponsored defensive driving courses available to local citizens.
 - o Make driving tests much more difficult to encourage people to take driver education courses.
 - o Restrict novice drivers from driving after dark ("curfews").

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ONTARIO CONFERENCE ON DRINKING AND DRIVING

TORONTO, NOVEMBER 1983

PRESENTATIONS BY PANELISTS

- A. James L. Erskine - Special Advisor,
Drinking/Driving Countermeasures Office
- B. Dr. Joan Marshman - President, Addiction Research Foundation
- C. Dr. Peter King - Deputy Chief Coroner for Ontario
- D. John Bates - President, P.R.I.D.E. (People to Reduce Impaired
Driving Everywhere)
- E. Richard Chaloner - Assistant Deputy Attorney General;
Director of Crown Attorneys
- F. Carl Morgan - Editor, The Windsor Star
- G. Rita Weiss - Education Consultant,
American Automobile Association Foundation

PRESENTATIONS BY PANELISTS

A. James L. Erskine

During the year 1982, approximately 1,100 persons were killed in traffic accidents in Ontario. Although that was a decrease of 300 people from the year before, it is still too many. Approximately 50 per cent of all highway fatalities were alcohol related. About 93,000 people were injured on our highways. One of our most important resources, the youth of our country, bears the brunt of this serious problem. It is also clear that the economic loss affects all of society. The drinking driver affects everyone through taxes for law enforcement services, ambulance services, medical facilities, cost of incarceration, rehabilitation programs, welfare costs for survivors and increased insurance premiums for all.

I know that I don't have to tell you that we are talking about a serious crime that kills more people than homicide and does more property damage than all other crimes put together. Just a few weeks ago, however, in a court room not far from here, the judge said that society does not consider impaired driving a crime. I can tell you, ladies and gentlemen, that police officers who take the broken, crushed bodies out of automobiles and who wake up the next of kin in the middle of the night believe it to be a criminal offence! And all concerned citizens in Canada believe it to be a criminal offence. Now that judge is entitled to his own opinion; that's why they have Courts of Appeal. Fortunately there is a flood tide of public attention to this problem brought about by concerned citizens all across Canada, the North American continent, and in many other countries.

Alan Donelson advised you that last week the International Conference on Alcohol, Drugs, and Traffic Safety was held in San Juan, Puerto Rico.

This conference was attended by over 400 people from 43 countries; all six continents were represented. It was one of the most significant conferences ever held, bringing together as it did that number and diversity of people concerned about this problem. There were 175 papers presented covering such subjects as action programs; enforcement; human and medical factors; diagnosis, treatment and rehabilitation; technology; education; and legal and scientific evaluation. I am pleased to tell you that Canada was well represented. For example, Dr. Herb Simpson, who is our Luncheon Speaker today, received on behalf of the Traffic Injury Research Foundation an award of merit for their work in this field. Ontario was also honoured when, at the end of the conference, Doug Lucas, the Director of our Centre of Forensic Sciences, was appointed Vice President of the International Committee.

Ladies and gentlemen, we often hear that we should have increased enforcement, tougher penalties, and changes in the law. I believe that we do need compulsory blood and urine tests. However, I do not agree with the Law Reform Commission that police officers should have to wake up the justice of the peace in the middle of the night when he wants to obtain a blood or urine sample.

I think we should also be concerned about the individual rights of the victims.

As has been said this morning, there is no single program that will solve the problem. The answer is not legislation alone, not science alone, not enforcement alone, but all manner of people working to reduce the problem and to increase safety on our roads and highways. I am convinced that the united efforts of all concerned citizens of Ontario will bring about the necessary attitudinal change. I therefore urge you and all citizens to join us in our province-wide campaign to fight drunk driving.

B. Dr. Joan Marshman

Mr. Chairman, ladies and gentlemen, as some of you are aware, the program activities of the Addiction Research Foundation cover a lot of ground. They include public education; production of radio and television spots; assessment and treatment of (among other people) persons who have drinking-driving problems; consulting and support for community-based programs; and research. It is on this last area, research, that I have been asked to make some comments today. Alan Donelson has already offered you some comments on research and therefore I can be fairly brief. I would like to zero in specifically on five points. Some of them reinforce what Alan had to say.

First of all, research into drinking-driving problems is not an ivory-tower activity. Researchers are dedicated to finding cost-effective approaches to reducing the impact of drinking-driving. And drinking-driving research is not just monitoring the problem so we can describe it. Its real purpose is to learn the who, where, when, why, how, and the cost of today's drinking-driving problems. From those findings we move forward. We develop and test cost-effective approaches to reducing the size of the problem.

The second point to be recognized is that researchers have to be selective. They simply cannot study every dimension of the problem all at once. Alan gave you a list of countermeasures that range from alcohol control policies to road engineering. When resources are limited, and they always are, the researcher has to make choices and work on those aspects of the problem that seem to have the greatest potential for the greatest benefit to the greatest part of the community. It's important that we keep that in mind when we ask the question "well, why don't they find more effective 'this's' or 'that's'".

The third point I would like to bring to your attention is that, when researchers are looking at the benefit of a particular program, they have to look through the eyes of the community. They have to ask such questions as these: Are the residents aware of the problem and the need for action? Are they knowledgeable about the nature of the problem and about some possible approaches to dealing with it? Do they have a positive attitude about doing something as individuals and as a community? Are people in the community changing their behavior as well as changing their knowledge base and changing their attitudes in relation to drinking-driving? The researcher can provide evidence in all of those domains, but it is the community that has to decide what it's prepared to accept as an outcome. I think that the feeling in this room today is that outcome relates to behavior as well as to all of the other things.

The fourth point I would like to make is that research is more like the tortoise than like the hare. For example, drinking-driving researchers of necessity collaborate. When Foundation researchers did some recent work looking at police officers' views of their role in the enforcement of drinking-driving laws, they worked in collaboration with a number of agencies, including the Ontario Police Commission, regional and municipal forces (many of which are represented here today), the Ontario Provincial Police, Ministries of the Attorney General and the Solicitor General, and so on. That kind of consultation and collaboration is time-consuming--but it is so essential if the results of the studies are going to be meaningful. We also have to realize that even when all the right players are involved, research can still be time-consuming. Some of our scientists were recently involved in studying court records of about 4,000 people charged with alcohol-related driving offences. The purpose of the study was to assess the deterrent effect of sentences of varying severity. After they spent about eight person-months dragging up the data from court records, they determined that there was really a lot of information missing in that primary source of data. The court records simply did not have everything necessary to form a data base for drawing conclusions. A third aspect of the time element is that when researchers are looking at the impact of programs, it is important that

they look at the long-term as well as the short-term impact. The "flash in the pan" that turns things around for a month or so may not have any lasting effect. We need to know what the long-term as well as the short-term effect is. This requires time to conduct the necessary research.

Perhaps the most important point I can leave with you is the fifth: research findings have to be used. Researchers routinely make their results widely available but real benefit is achieved only when they are taken into account in the development of policy, legislation, and community action. It is critical that researchers disseminate their results within the community setting and that researchers have dialogue with others in the community. From the communities' perspective, attention to research findings is a safeguard against investing our time, our money, our energy, and our commitment in approaches that have previously been shown to lack effectiveness or to have a lower return on our investment than alternative approaches. We want the biggest bang, not only for our buck, but also for our energies and our commitment that we invest as citizens in the community. Does that mean that we should do nothing until the research results are in? Of course not. I wholly support Alan's position in that we need to act in accordance with the information we have at this point in time. But if we are committed to doing the best job possible on the drinking-driving problem within our communities then we have to take care as citizens and as groups within communities that we don't become so protective and so defensive about our chosen path that we become reluctant to change our course of action in the face of new research evidence.

Essentially research can help us to steer a sound course that avoids inertia and complacency on the one hand but on the other hand avoids the hollow fads. I'm pleased that as part of your package today you have received a report called "Drinking/Driving Countermeasures: Theory,

Practice and Results", prepared by Dr. Vingilis and her colleagues in the Foundation. I trust that you will use it as background, as sound research input, for your thinking about action in your community.

As a final word, the Foundation looks forward to its continuing collaboration with various sectors of the community in carrying out research and in other activities as together we go forward to attempt to reduce the problems in this area.

C. Dr. Peter King

Ever since its inception, the Chief Coroner's Office has had great concern about the association of drinking and driving fatalities. For a period of time in the 1960's inquests were held into all fatal motor vehicle accidents in the hope that the public's attention might be drawn to the frequent involvement of drinking-drivers. With changes in the nature of inquests following the introduction of the new Coroners Act in 1972, it was not practical to hold as many inquests into these cases. Inquests became lengthier and, with the introduction of lawyers representing persons with standing, inquests became more complex. Instead of lasting a few hours, most inquests lasted one or two days or more, generally because of the number of hours spent in cross-examining the witnesses. Although inquests became more difficult to hold (certainly for the coroner), they did result in better verdicts--verdicts that were more practicable and that contained more thoughtful recommendations.

This is one of the main ways that coroners participate in the prevention of deaths due to drinking and driving. The inquests that are held are carefully selected so that worthwhile verdicts may be obtained. I might say that, while the holding of inquests is discretionary on the part of coroners, they do try to keep in mind whether the public interest will be served by holding an inquest. Coroners are limited to some extent, however. If a person involved as a surviving driver in a fatal accident has been charged under the Criminal Code, then an inquest cannot be held. The matter will be taken up in other courts.

Verdicts from coroners' juries during the past one or two years have contained a number of recommendations related to drinking and driving. You may find some of the following a little bit far out, but remember that recommendations from coroners' juries are not legally binding, they are suggestions. However, if they are good, practical recommendations, they are generally taken seriously. They are also picked up by the news

media and given wide publicity. The following recommendations are a few of those produced in the last year or two.

- o The legal limit for blood alcohol content should be lowered from 80 milligram per cent to 50 milligrams per cent for drivers under 21 years of age.
- o Displays of photographs of accidents of young drivers should be placed in the high school in which the driver has been a student.
- o A committee should be formed by citizens interested in reducing fatal traffic accidents caused by drinking and driving. This committee should include members from police, social groups, educators, drinking establishment owners, and other interested people. The purpose of this committee would be to try to change society's attitude toward drinking and driving.
- o Steps should be taken to provide alternative transportation for people who have been drinking excessively.
- o Laws concerning the use of alcohol by the general public should be supported. Screening does reduce accidents so this should be continued. (By

screening the jury apparently was referring to periodic concentrated police checks using breath-testers on highways at unannounced times.)

- o Penalties should be more severe and consistently enforced for offences of drinking drivers especially for repeat offenders.
- o Drivers suspected of being under the influence of alcohol or drugs should be required to have a mandatory blood test upon the request of a police officer.
- o Persons having a roadside breath test above the legal limit should have their driver's licence suspended immediately and retained until the time of sentencing.
- o Persons having repeated alcohol-related offences should be required to complete an alcohol treatment program as part of their sentence.
- o Present laws dealing with driving, drugs, and alcohol should be strengthened.
- o The age limit to purchase and drink alcohol should be raised to 21 years.

These are the recommendations of citizens. They are not the recommendations of the coroner, but those of the public.

Unfortunately up to the present time we at the Chief Coroner's Office have not been able to keep detailed statistics of our own because we have been limited to a manual system. We do anticipate becoming computerized in the very near future and we should be much better able to track all the various items that go into making up good statistics. However, our office has for years supplied research material to the Traffic Injury Research Foundation (TIRF). In addition, since 1978, the Chief Coroner's Office has participated with the Centre of Forensic Sciences and TIRF in two programs. For the first program, resources made available through TIRF permitted the Centre of Forensic Sciences to perform comprehensive drug determinations in traffic fatality cases involving drivers and pedestrians. This procedure was capable of detecting in excess of 90 different psychoactive drugs and/or combinations of these and alcohol. The Chief Coroner's Office coordinated the program and gathered all the necessary information and data. This investigation, completed in 1979 by the three cooperating agencies, identified cannabis as the drug other than alcohol of primary interest. Therefore, a second study, "Cannabis and Alcohol in Traffic Fatalities", was commenced. The primary aim of this investigation is to determine the extent to which cannabis and/or alcohol uses by drivers and pedestrians contributes to traffic accident deaths. This study is still in progress.

The third way in which the coroners of Ontario participate in preventive programs is through the efforts of individual coroners in their districts. You no doubt will have noticed in the papers last week that Peel coroner Dr. Jim Cairns addressed a local secondary school in Brampton during the Teens Against Drunk Driving rally. Grade 10 through 13 students were given a presentation by Dr. Cairns in which he explained the effects of alcohol and how alcohol could affect driving. This was illustrated by cases that showed some of the carnage of

alcohol-related accidents. Dr. Cairns has assured me that he was given a good reception. There has been positive feedback from many sources as well as a good deal of media interest. It may well be that this type of presentation may be considered in schools in others areas of the province.

D. John Bates

Every citizen action group that has ever been formed to combat drinking and driving has one common root. They were all established for exactly the same reason that MADD (Mothers Against Drunk Drivers) was started by Candy Lightner a few years ago in California when Ms. Lightner's daughter Cindy was killed by a drunk. MADD became the genesis of a new and powerful activist movement. To paraphrase a saying, we can now see so far because we are all standing on the shoulders of Candy Lightner.

Like the chapter of MADD in British Columbia, PAID in Alberta, CAID in Manitoba, ROADD in the Maritimes, and now ADD, PRIDE was born of tragedy. In PRIDE's case, it was the death of nine-year-old Jennifer Mitchell, killed by a drunk as she rode her bike home from a Brownie meeting. Her parents John and Karen, who are here now, determined to do something about it. Then Casey Frayne, a school chum of my daughter and a friend of John Cholvat's son, was killed while returning to Queen's University to write his final engineering exams at the age of 20. Final engineering exams at 20--imagine that! We were outraged at this senseless loss of a brilliant young person, and we too were determined to do something about it. We heard about the Mitchells, contacted them, and joined forces to form PRIDE.

The first meeting of the new group was held in the Mitchells' kitchen. We very quickly found out that starting a group was one thing, but getting something done about the problem was entirely something else. Clearly, there was no magic solution to what is our most pervasive form of lawbreaking, and our first task was to become informed. As with all activist causes, knowledge is power. To that end, it meant many hours of research, reading, studying reports, and sifting through papers. Then, once armed with the facts, we set our goals and decided what had to be done and what we stood for.

PRIDE is not a temperance organization. We don't even address the problem of alcohol abuse--except where it impairs somebody's ability to drive a car. We then decided we could not exist in a vacuum. Nothing could be accomplished unless the people in power agreed that a problem existed and that the problem was worth attacking. To that end, we started to take our cause to every cabinet minister in the Ontario government whose ministry bore on the problem. We found that, in each and every case, they were as concerned about the carnage as we were. Mr. McMurtry, for example, took over two hours to listen to us. We still recall that meeting as being a turning point in the campaign.

We also realized from the very start that the problem was well beyond the scope of a volunteer citizen group and that only the vast resources of Government would be sufficient to have any effect at all. We wrote to Premier William Davis, asking him to form an Interministry Task Force to study the problem. He responded positively and quickly, and asked the Attorney General to set up such a group. The result is well known to you all. We sometimes wonder if we're going to dislocate our shoulders patting ourselves on the back.

Our second objective was to reach out to the public at large to gain broad-based support. That meant working closely with the media and here, too, we found a synergism. The media has already had a profound effect on the public perception of the problem. Their attack on drunk driving has been withering in its intensity. Nobody can question the role our media has played in the changes taking place now. Everybody now knows that drinking and driving is a social outrage. To that end, we never turn down an interview. We're never too busy to help a reporter get the facts needed to do a story. I have, for example, gone to London, Ontario, to do a seven-thirty interview, returned to Toronto to do another, then the next day gone off to Hamilton to appear on the Charington show. We've done literally hundreds of interviews.

Time does not permit me to give you a complete history of the work we have done so far; to outline the 22 presentations we have made to various safety groups, citizens' groups, and home and school groups; or to tell you of the work that still has to be done. But, briefly, here is how PRIDE is organized.

We work through a series of committees. First, we have Legislative Action, which is charged with keeping PRIDE's concern before every level of government. If you prefer the term, we lobby a lot. Second, Media Relations. We always have somebody who can give an interview somewhere. If the Ryerson student radio station wants an interview, we'll work it out as quickly as we will for The Fifth Estate. The same goes for the Oakville Beaver, the Toronto Star, even the Windsor Star, as far that goes. Third, Research keeps us informed on the latest developments in the field. That means phoning Alan Donelson (Traffic Injury Research Foundation) or Evelyn Vingilis (Addiction Research Foundation) a lot. Fourth, Education is to effect a change, and the change is going to come through our young people, not through us older folks so much. Fifth, Membership is of course charged with building and maintaining our membership. Members come to us mainly as a result of media coverage we receive.

Obviously we can't be everywhere at once, so we work through a network of chapters. Chapter heads are selected from the hundreds of people who contact us. We have fourteen set up now, with more on the way. We have a Legal Committee that lets us know what we can say and can't say and handles things like incorporation.

We don't know the solution to the problem any more than anybody else does, but we have developed a program we believe is a start. Very briefly, it's this:

- (1) increased police spot checks, like R.I.D.E.;

- (2) a roadside breath tester should be installed in every police car in the province, because a fear of being caught is probably the most important deterrent so far;
- (3) raise the legal drinking age to 21 (It goes without saying that inexperience in both drinking and driving makes a particularly deadly combination. Now, this isn't a temperance issue and it isn't a civil rights issue, it's a highway safety issue only, and don't let anybody argue off that particular point.);
- (4) a warning label should be placed on every bottle of beverage alcohol, pointing out what excessive consumption can do to one's ability to drive a car;
- (5) lower the permissible blood alcohol level for drivers from 80 to 50mg per cent (We adopted 80 because Great Britain did, not because there's any logical reason for having done so.);
- (6) mandatory blood tests for suspected impaired drivers who are unable or feign being unable to take a breath test (This will close up another loophole in the breath-testing law.);
- (7) we agree with the chiefs of police that we should impound the automobiles of impaired drivers;
- (8) ban lifestyle advertising of all beverage alcohol;
- (9) more pressure should be brought to bear on the suppliers of beverage alcohol not to serve more to already drunk patrons (Those laws are on the books

now, but there's not enough inspectors even to begin enforcing them.);

- (10) the minimum fine for impaired driving should be raised from \$50 to \$500 (A \$50 fine these days is a slap on the wrist.).

We also believe that driving a car is not a right for every citizen, it's a privilege, and a licensed one at that, granted by society to those who are willing to live by the rules imposed. Those rules should include an agreement to consent to spot checks and blood tests and anything else if required. We also would like to see an educational program started in the early years of school life.

These proposals are certainly not the total answer. PRIDE believes they are at least a start. Perhaps we can work together today to get closer to the solution.

E. Richard Chaloner

The first thing I want to say is particularly directed at the citizens groups that are represented here, groups that have arisen with righteous indignation over this problem. I can tell you that I have been there. I had a 16-year old son out with a car late at night; I received the phone call; I had to dash four blocks down the street; and I arrived at the scene with ambulance, fire truck, six police cruisers, and my car in the middle of it. What had happened--and I am grateful for this much of it--is not that my son had been drinking, nor was my son the physical victim of that accident. A 21-year-old impaired driver on a motorcycle had chosen my car with my son at the wheel to kill himself. There were two victims of that accident, however, because it has had a shattering impact on my son's life at 16, his having to get out of a car and see the crumpled body of the motorcyclist against the car. I know how you feel, I understand your indignation. It has to some extent changed my perspective as a Crown attorney to have it come that close to home.

At the same time, I still realize that we have to work within a very strict and difficult structure of law. Society is ruled by law, the only thing that keeps us civilized. We have to recognize those rules and we have to recognize the right of the offender to protection by those rules, no matter how dreadful the crime.

Impaired driving is a very serious criminal offence. There are very serious penalties provided for it. A person convicted of impaired driving has what is called a criminal record and faces all the consequences that record brings. One of the things that has not been fully recognized by our courts--but one I think is now being recognized--is that impaired driving is in that class of offences we refer to as "offensive violence". The consequences of impaired driving can be as serious as any offence contained in our criminal law--death to a person.

As a Crown attorney for about 20 years (and I think my colleagues here would agree), I thought we were out there alone with the police for the first 15 or more of those years. There were a few citizens who had been victims of impaired drivers, but generally the community just didn't seem to give a damn. When you went to a party or a service club or a community organization meeting and you were identified as a Crown attorney, the complaints you got from your fellow citizens were about the neighbor who had been drinking a bit too much and "you people took his licence away, he lost his job, and his family are having a hard time". Or, about another one that got into a serious accident, "you actually sent him to jail". Fortunately, when I look around this room, I know that we are no longer alone and that finally the community is getting itself organized to do something about this problem. We welcome your support, which I think will make a big difference.

I can give you another example of how alone we felt, how unsupported. About four years ago in Guelph, when I was the Crown attorney there, a young married woman and her husband were in an accident north of Guelph. She was killed, her husband was not. The crash was due to a drinking driver. In this particular case we had enough evidence of a negligent pattern of driving that we could go ahead with a charge of criminal negligence. We went ahead with that charge; we had a trial; we convicted the person; and the judge gave that person four months. We were just as upset as I think you must feel when you hear that. We contacted the Attorney General and he agreed that we should appeal it. We appealed it and the Court of Appeal upheld that four months. Now that was four years ago. This is not going to happen today. Not in my opinion.

The trend of cases in the meantime indicates to me that the Court of Appeal would now greatly increase that kind of sentence. Now, why has that change come about? The change has come about because of the people in this room, because of the press. There is a public

ground swell today against the impaired driver, against drinking and driving. The courts are reflecting that change. In the past four years there has not been any change in the law as far as sentencing is concerned. But it is not necessary that there be a change in the law: the penalty for criminal negligence causing death of which that person was convicted is life imprisonment, the same four years ago as it is today. The change that has come about has been in the attitude of our courts. Many of you will say it has not gone far enough, but it is changing--and it is changing because public opinion is changing. The courts are nothing more than a register of public opinion.

As your groups become more vocal, as your communities become more organized, as you show you are no longer willing to stand for the drinking driver, then the courts will change in their attitude and you will see a difference.

I have been told that a great many of the questions that will come up here today would be aimed at me because I represent the criminal justice system. This relates to another point I would like to make. Don't expect criminal justice to end the problem for you. Only you can end the problem. We can catch the symptoms of the problem; we can try to make an example of the symptoms of the problem. But, really, it is up to you as citizens to get out there into the community. Make it clear that it is not okay to have your friends in for drinks for an evening and let them get into their cars and drive 20 miles, or two miles, or around the block home when they are in no condition to drive. The police cannot be everywhere. We cannot lock up every person who drinks and drives for the rest of his or her life. The solution lies in the community's attitude toward drinking and driving.

As long as we have advertising that shows Joe and the boys getting together for a great weekend as if there has to be booze; as long as we

put that out to our young people; as long as the community thinks it is okay to have people leave your house impaired; as long as the community thinks it is not fair for the police to wait outside a bar to pick drivers up as they come out of the parking lot--as long as that is the attitude, we will have a problem. The great thing about this conference is that we are changing that attitude. You are going to return to your communities, I hope, to do something about making drinking and driving simply unacceptable.

F. Carl Morgan

I would first like to express my appreciation for the opportunity to appear on this panel today. I can tell you that one of the purposes of this conference is to generate fresh thought and to trigger a new awareness of the problems associated with drinking drivers. As far as I am concerned, that part of your goal has already been met. I say that because I have spent more time reading, thinking, and talking with others about this whole question of drinking drivers during the past 10 days than I have in the past 10 years. However, and I say this with some regret, I am not at all sure that I have moved any closer in my mind to knowing the answer. Indeed, if anything, I have moved a step back. I should say--and I want to make this clear--that the position I speak from today is that of an outsider observer rather than that of an inside expert, which most members of the panel are. So please accept my remarks in that context. I have no deep research material to present to you. I have only my own views based on personal experiences and from talking with others from both inside and outside.

Before receiving the invitation to come here, I really felt that I had a pretty clear idea, really a crystal clear idea, of how the problem should be dealt with. Being somewhat of a hardliner on matters of this sort, I thought that if the police simply launched a concerted drive to sweep the streets, if offenders were locked up for a week or so, and if steps were taken to make sure that everyone knew what was going on, then word would soon spread: if you want to drink and drive, you do so at your peril, and the penalty for being caught will be severe. My logic was that such firm action would surely have an impact on the problem.

Unfortunately, the clarity of that vision started to cloud up a bit when I sought out the opinions and reactions of those who represent the judiciary and various other law enforcement agencies. Some of those I spoke to argued convincingly that most people who drink too much

before deciding to drive home (or to the next bar for that matter) are simply not capable of grasping the consequences they face if caught. I suppose that is an accurate assessment. It now seems obvious that there is no easy solution to this problem as has been stated so many times today. Nevertheless, I commend those responsible for calling this conference for recognizing that, if anything is to be done, there first of all must be a clear understanding among the people of this province that drinking-driving is a social problem that must be taken more seriously than has been the case to date. In fact, it is a problem that may be solvable only if corrective action, like charity, begins at home.

That, I think, should be the first step. But where do you go from here? As I said earlier, I initially thought that some sort of jail term would provide a serious deterrent to drinking-drivers. Now that I have read the studies, it seems that jail terms by themselves are not the answer. For one thing, I would suggest, it is impracticable to throw literally hundreds of people into jail across the province each week. For example, in my own home town of Windsor, which has a population of only 200,000, the courts handle about 50 drinking-driving charges each week. Now if you take those figures and extrapolate them to cities across Ontario, it is not difficult to imagine the physical burden this would place on the local jail system and the financial impact it would have on the taxpayers. In addition, a jail term not only punishes the culprit. There are hidden penalties such as loss of wages, even loss of jobs, which have a serious impact on the families, those innocent victims of such crimes.

It has been suggested time and again that if newspapers were to return to the practice of publishing names of those convicted of impaired driving that that would represent a further significant deterrent to those who might not like to see their name in the paper. Well, speaking from professional and personal experience extending over the past 30 years, I do not believe for a minute that that has had, or would have, any effect on those who should be kept off the road. There was a time

when the Windsor Star and many others did run names of people charged with impaired and drunken driving. We ran the names when the charges were laid, we ran their names again when they were remanded (sometimes two and three times), and then we ran their names again when there was a final court disposition. And despite that incredible exposure, I do not think it deterred a single person from having that one drink too many. I personally can't recall a single instant in which anyone has mentioned to me that they refused that one last drink, that important last drink, because they were afraid they might be caught and their names might appear in the daily press the next day. They felt that way the next morning in the cold light of day after they had been caught, but that was too late. At the time of decision they just simply did not think about it.

Now that is not to say that newspapers and other members of the media do not have a responsibility. That does not mean that they should look the other way. Certainly we do have a responsibility to report on any matters of public interest concerning the problems of drinking-driving or any other social problem for that matter. And I think responsible editors will respond to the growing interest in the appropriate manner, as many have already done. However, for newspapers simply to become part of the law enforcement or the judicial process by printing the names of those convicted of impaired driving as part of the penalty, is not the way it should be done.

So where do we go from here? Well, it seems to me that if anything is to be achieved in the long term, there must be a concerted effort in a number of directions. First of all, the laws must be examined (as in being done now) to make sure that the proper legal machinery is in place to deal with the problem. Secondly, there must be a properly balanced enforcement of those laws. Thirdly, the courts must be prepared to deal with those charged in a fair, firm, and uniform manner. Finally, there must be a continuing informational and educational program to make sure that a responsible citizenry understands

the seriousness of the drinking-driver problem and recognizes that before any progress can be made, community attitudes toward drinking-driving must be changed. If all of those things can be put into place, then there is a chance that solid inroads can be made towards resolving the problem. Those chances are reduced, however, if any of the elements are absent.

I would like now to draw your attention to two comments I have just made. In referring to enforcement I said that there should be a balanced enforcement of the law. In referring to the courts I said that the courts should deal with those charged in a fair, firm, and uniform manner. The key words are balanced enforcement and uniform court handling. Based on my observation, I think one of the problems we have had up to now is that there has been no real consistency in enforcing existing laws or dealing with offenders before the courts across the province. Here is what tends to happen all too often. Life in middletown Ontario goes on as it usually does in a normal humdrum sort of way for weeks on end until one day the local Police Chief decides, for one reason or another, that there should be a fresh blitz on drinking drivers. Predictably the local press carries scary headlines with suitable photographs announcing the supposed police crackdown. That is followed by stories telling about the number of arrests. But then, suddenly, it is all over for another year. That approach does not accomplish a thing. The casual drinker might be a little more cautious; the real culprit reads the headlines, yawns a bit and settles back, knowing he has heard all this before. If he is extra careful for a week or two, things will soon return to normal.

The courts are not much better. They tend to be all over the ballpark in dealing with offenders. Every once in a while some judge decides that he will put the pressure on, and he sends three or four people to jail. What does that do? The judge captures the headlines for a few days and scares the hell out of the people who are scheduled to appear before him. Then he too runs out of steam. What's accomplished?

Well, the newspapers have generated some hyped-up stories and the judge has gained a little notoriety. That's about all. The point I am making is that whatever is chosen as a right course of action should be practiced across the board. I do not think it is very smart to have judges in some community jailing people randomly while others are handing out fines on a whim from \$150 to \$350 or \$400. What is the reason for such inconsistencies and discrepancies? To my mind it defies logic and tends to make people think that no one is in charge of the ship.

Finally, one last observation. I can't help noticing that whenever we talk about drinking-drivers we talk about them as though they are some faceless souls living on the other side of town. We manage to keep them at arms' length as though they are part of a subculture that must be brought into line. As near as I can make out, no one talks about drinking-drivers as "us" or "we". Rather, we manage to point an accusing finger at the faceless "them". It seems to me that before anything else can be done on this broad question of awareness, we must first of all recognize that those who are the likely targets of this program don't live across town, or uptown, or downtown. Many of them, I suspect, may even be among us today. And if you'll forgive me for borrowing Pogo's famous line as did Alan Donelson, this may very well be another classic case of recognizing that "we have met the enemy and he is us".

G. Rita Weiss

As last on the panel, I feel as if I am in a "back-to-basics" position. With respect to the drinking and driving problem, that's not far from the truth because most of my remarks will concern the youth of society. For some years many have agreed that alcohol is the single most important human variable associated with traffic fatalities and that drunken driving is the number one killer of young people. The question becomes, then, what can be done about these conditions?

In the early 1960's in the United States, Columbia University with funding from AAA (American Automobile Association) Foundation for Traffic Safety began working towards some of the answers. The DWI (Driving while impaired) Phoenix Program was the outgrowth of the original research in the 1960's. In speaking to habitual offenders during the field testing of that program, program staff found that the habitual offender had begun heavy alcohol consumption in high school. This finding lead to what became known as the "DWI mini-course" for high school driver education, a program now being used extensively in the States for both private and public driver education courses. While we were doing the research and field testing of the high school mini-course, we observed that the drinking patterns of a sizeable number of students had been programmed during junior high school (7th through 9th grades) in a way difficult to change later on. It was decided therefore to develop an alcohol and traffic safety educational program directed toward the learning characteristics and interests of junior high school students. As work on the junior high school program was being conducted, it became quite apparent that even very young pupils were being exposed to pervasive societal influences related to the use and misuse of alcohol and that a program related to the use of alcohol should be developed for presentation in these very early formative years. This lead to the development and field testing of the newest addition to the American Automobile Association alcohol and traffic safety awareness program, "Starting Early", released in the States last November and introduced in Canada in May.

As some of you know, the Starting Early program begins in kindergarten and continues through the 6th grade. Why, you might ask, present a program for children as young as five years of age? Children that young don't know anything about alcohol. How I wish that were the case. I know many of you also wish that were the case. Nevertheless, ours is a drinking society. As a result, it presents alcohol and alcoholism in a very tolerable and amusing light. Witness two fairly recent movies, Arthur and My Favourite Year. Both depicted the ribald antics of people with drinking problems. Both were nominated for Academy Awards. The lesson derived from seeing both these films was certainly quite different from that learned from another film a number of years ago, Ray Miland in The Lost Weekend.

To understand the need for alcohol education at the elementary level, society must recognize that most children have either personal or vicarious experiences with alcohol well before junior high school. The impact of alcohol on the lives of young children occurs earlier and earlier. Several years ago, when I was the director of a very large pre-school daycare centre in the States, a little boy was playing in the housekeeping corner with his "wife". Asked if he would like to have a drink before his make-believe dinner, he replied affirmatively. Whereupon his playmate poured an imaginary drink. The boy held his glass up to the light, examined it critically, and said, "I can't drink this, it's too light. I need it real dark 'cause I had a real rough day at the office." He was four years old. Just a couple of years ago, E.T. the Extraterrestrial raided the refrigerator in his earth home and began to drink some cans of beer. Millions of youngsters watched E.T. (and his earth friend Elliot in school) get drunk. It was very funny.

Then there is television. The stars of programs seen daily by millions of people are drinking on the tube. What impact does this have on children?

Earlier this year the results of a five-year study of the impact of television on the lives of children with respect to alcohol consumption was reported in the Journal of Drug Education. At issue was the role of the media as a possible factor in the nation's alcohol problem. The researchers found that television depicted popular and glamorous characters imbibing with the hidden message, "drink and you'll be cool too". Soap opera characters were notorious for their use and overuse of alcohol. Two of the most popular soaps, General Hospital and All My Children--unfortunately you get those up here too--yielded 36 instances of alcohol use among 110 total drinks, or 2.25 per program hour. The research group also rated 10 prime-time series in the States, finding 195 alcohol incidents or 8.25 incidents per hour. What was even more interesting was that over a five-year span, the rate started out with about four incidents per hour, and then jumped way up as the years progressed. This was only counting the main characters with speaking parts. If Saturday morning childrens' programs were removed, which have virtually no alcohol incidents presented, the rate would increase even more. I'm sure this doesn't surprise any of us sitting here.

Although the frequency of people consuming alcohol or preparing to drink remains high on television, there is still pitifully little mentioned about the negative effects of drinking. Drinkers on television are portrayed as happy, sociable, and well adjusted, a "good time Charlie" perspective. Loveboat is one example. Can you imagine Loveboat without Issac standing in front of the bar? There were no indications of abuse and overuse of alcohol--unless one watched a special on the alcohol problem. One estimate in the study is that a child could view 10 episodes of drinking a day on television or more than 3,000 episodes a year. A point to remember is that, during this research, All In The Family changed location to Archie Bunker's Place, a bar. Also introduced were such programs as Cheers and a number of others that use the preparation of drinks as part of the characterization development. It is not surprising that the researchers observed that alcohol was consumed 15 times as much as water on television. Cigarettes and illegal drugs were seen infrequently.

Alarming statistics also emerge when analyzing data from the States with respect to alcohol and youth. Some not too pleasant facts. Briefly, we have 3.3 million teenage alcoholics, who comprise about one fourth of the total number of people with serious alcohol problems. As you know, alcohol is a contributing factor in about 55 per cent of our fatal traffic accidents. A west coast study conducted by the Department of Health and Human Services indicated that 45 per cent of 4th, 5th and 6th graders were alcohol users, eight per cent stating that they drank once a week. A 1976 Department of Justice study indicated that 9,679 youths under age 15 were arrested for liquor law violations; 270 of them were 10 years of age and under. We also have an increasing number of unsupervised youngsters along with an increase in alcohol use among eight to 10 year olds. Of course, because of economic stress, the family itself is beginning to use alcohol as an out.

Last year we had more than 70 people killed in the Air Florida accident in Washington, D.C. Public outcry about de-icing and inspection procedures caused a number of changes to be made for future flights at Washington National Airport. However, when we have 130 people killed on our highways, there really isn't that much of a public outcry.

All of my remarks are intended to emphasize that the school years kindergarten and first grade are not too early to learn about alcohol and its effects on the mind and body and how alcohol relates to traffic safety. Children have been learning about alcohol since birth and they probably have their first sips of the drug alcohol from their parents at home. Just as research shows the early adoption of sex roles, acceptance of alcohol as a prevailing influence on the lives of youngsters also begins early, long before the child ever enters formal schooling.

Questions concerning the impact of education in combating the pervasive problem of alcohol in the lives of our young people apparently have no

easy answer. As you have heard several of the panelists say, if any one solution worked, the problem would long ago have been solved. It is a multifaceted problem requiring a multifaceted approach if answers are ever to be reached. Now that increasing numbers of individuals are realizing the value of early education in reacting to the problems, the next logical question is whether or not education programs have any impact on alcohol use behind the wheel. Will these early educational programs result in lower death rates among youth? No one really has the answer. Behavioral changes are most difficult to monitor because one needs longitudinal studies. It may take 25 years before attitudes and behavior concerning beverage alcohol have markedly altered. This is similar to behavioral changes observed with anti-smoking campaigns.

We do know, however, that the years from six to 10 are formative years, when attitudes towards alcohol develop. It would seem, therefore, that elementary school is a logical place to begin to lay the foundation for a rational approach to the numerous social drinking situations that children will face as they grow to adulthood. Although early knowledge about alcohol will not eliminate its misuse, adequate information appropriately presented improves the prospects of safer, more responsible decisions. If action is not taken early enough, and if everyone sits back and does nothing to raise the consciousness level of young people today about the drug alcohol, the alternative is a horrible one. Society's problem is not that we have started too early; rather, we already start too late.

THE NEED FOR COMMUNITY-BASED PROGRAMS
IN DEALING WITH THE ALCOHOL-CRASH PROBLEM

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Mr. Attorney-General, Mr. Chairman, Ladies and Gentlemen. It is indeed a pleasure to have the opportunity to address you today at this historic meeting--historic not in terms of the subject it addresses, but in terms of how it addresses that subject: with a focus on the community.

We are brought together by a common cause--the alcohol-crash problem. Hopefully, we share as well a common goal--reductions in the problem. This point of unity must remain uppermost in all our minds. Otherwise, attempts to cooperate and to coordinate will fail; fail because of our differences--differences in our views about how to solve the problem and how to reach our common objective. I hope this conference helps to foster the interchange and personal linkages necessary to pave the road toward communication, collaboration, cooperation, and coordination.

By communication I mean dialogue, not debate.

Collaboration means interdependence, not independence.

Cooperation means working together, not at cross purposes.

Coordination means integration, not isolation.

By this I do not mean to imply the vision of one big happy group marching forward in unison to defeat the foe. That is naive--differences of opinion or emphasis, vested interests, and territorial imperatives will

all serve to counteract total solidarity. Indeed, such differences need not be considered undesirable--they can be healthy and constructive if they serve to stimulate careful thought and consideration about the problem and its solutions. Antagonism can, however, be destructive if it serves only to polarize. Let's hope that gatherings such as this will foster the positive outcomes.

I make these remarks at the outset as both an observation and a warning. Recent times have witnessed increased conflict among the many agencies and organizations striving to deal with the problem; the coming years should foster cooperation because, in its absence, the chances for progress in reducing the alcohol-crash problem will be greatly diminished.

At the root of recent problems has been the clash of research with society--the demands for immediate action by impatient citizens has run headlong into a scientific wall, a veritable mountain of research accumulated through years of careful study, whose disappointing message seems to be that virtually everything has been tried to solve the problem, but nothing works. The litany of past efforts tried and found wanting has been paraded by scientists before committees, commissions, and the public. Indeed, it has appeared at times as though the research community has thoroughly enjoyed the opportunity to squash the suggestions of a segment of society it views as hysterical, ill-informed, and vindictively motivated. Such appearances, I submit, are simply that: appearances. The scientific approach may be critical, but it is not nihilistic; it is constructive, not destructive. The scientific approach is slow-moving and cautious, and that obviously frustrates those who demand action now! But, careful scrutiny of the problem can minimize the tendency to reinvent the wheel and to implement solutions whose success, or lack of it, can be predicted on the basis of past experience.

On the other side of the fence, the response to such scientific proclamations from grass roots organizations has not been altogether sympathetic nor understanding. Indeed, the reaction has often been one of hostility directed towards scientists, whose critical and highly conservative approach, with calls for more research, are viewed as procrastination and largely irresponsible, especially given a human and moral issue that demands action.

It would be difficult for an impartial observer to believe that both "sides" in this venture, the scientists and citizens, actually share a common goal--reductions in the alcohol-crash problem. As I stated at the outset, this unifying point is easily buried in negative feelings and suspicions. There is, I would contend, much need for these negative feelings and barriers to be removed, since we must all work together in as coordinated and cooperative a manner as possible.

That communication, cooperation, and a common ground are possible was recently illustrated at the International Conference on Alcohol, Drugs and Traffic Safety last week. Dr. Donelson, who spoke this morning, gave a plenary address to that conference on "Research and the Real World of People". The day before his address, he had the opportunity to meet Candy Lightner, the Founder, President, and driving force behind MADD. The mutual respect generated from their meeting prompted Dr. Donelson to give up part of the time for his address to the conference to allow Ms. Lightner to speak to the delegates. The perspective she brought was amazingly in accord with that of Dr. Donelson and illustrated the interdependence of citizens groups and researchers. In subsequent discussions I had with Candy Lightner, it was clear that cooperation, not dissent, between research and action could be the hallmark of future efforts.

We must be prepared to accept that everyone has something to offer, as this meeting today will serve to underscore! Something to offer in

devising solutions to the problem; something to offer in implementing them.

But, precisely what problem and what solutions? That a problem exists in the first place hardly needs emphasis--the present gathering and the proactive decision of the Ontario government to establish a permanent office on drinking-driving testify to the magnitude and the salience of the problem of alcohol-related traffic crashes. Given such concern and commitment it hardly seems necessary, indeed, it may appear redundant, if not presumptuous, to even mention the problem itself. Nonetheless, if "doing something" about a problem depends at all on its nature, characteristics, and magnitude, then answers to the ingenuous question, "What is the problem?" should reveal much about how to proceed in terms of policy, programs, and action. Experts like to call this step "problem definition". That the question has many different answers also reveals much. The answers describe points of view--some narrow, some broad--and determine how and where emphasis is placed in dealing with the problem of alcohol and road accidents.

For example, the phrases "alcohol and road accidents", "drinking and driving", "drunk driving" and "impaired driving" are often used synonymously. But consider that some people may accept and condone drinking and driving, provided the person is not drunk. They would argue that the problem is drunk driving, not drinking and driving. This, in turn, would lead to a particular way of devising solutions to the problem, both at a broad social level and at the individual level. For example, the National Highway Traffic Safety Administration of the U.S. has embarked on a major campaign with the centre line "Friends don't let friends drive drunk". But, I ask you, do friends let friends drive after a few drinks? How you define the problem affects how you deal with it. This is a critical point and I'm certain this issue will be considered here today many times.

In the past we have relied on government to solve the problem, however defined. It has been viewed as a matter of deterrence (of law and enforcement), of rehabilitation and treatment, of information and education and, more recently, of technology and engineering. I do not diminish the importance of government nor of these approaches--health, legal, engineering, education--they represent critical pieces in the puzzle! And we do need leadership from people in high places. But too often in the past we have ignored the social context, the realities of life and of people and have felt that telling, threatening, or punishing was enough. Alone they are not! A critical missing ingredient in the past, I would contend, has been the location and direction of effort. This "missing ingredient" is consistent with the theme of this conference: to view the alcohol-crash problem in the broader context of the society in which we live and, in so doing, to emphasize why community-based initiatives--which involve people doing things in, for, and by their community--are an integral part of the long-term solution to the alcohol-crash problem.

By "community-based" it is implied that the energy and creativity is largely grass roots: bottom-up rather than top-down. It also suggests there is a need for flexibility in programs, because what may be applicable in Picton may not be appropriate for Cochrane. What's good for Toronto may not be so for Sturgeon Falls. The community-based approach emphasizes people--people getting involved in the process, especially when the problem, like alcohol-impaired driving, arises from the people. We have too long focussed our attention exclusively on the so-called killer drunk. That such people exist is undeniable, as is the need for dealing with them. But, consider that six to seven per cent of the weekend nighttime drivers in Ontario have blood alcohol concentrations over the statutory limit. That represents, literally, thousands of people, and not the same ones every night. That represents tens of thousands of different people over the course of a year. They too contribute to the problem. And they are often like you and I, our friends and neighbors--generally responsible members of our community. How do we get them to recognize the seriousness of the

problem, to solicit their concern and commitment as neighbors in our community to deal with it? That is the challenge of the eighties.

The approaches we devise will likely be varied and reflect the need for close personal involvement and commitment. Already, we are seeing very promising developments along these lines through parental involvement, family counseling, school programs, peer group involvement, and community-wide action. The specific list of tactics is growing daily and reflects a recognition of the importance of people in this process.

That was missing in the past. One example is the family contract, pioneered by SADD, where parents sign a contract with their children, who can call their parents for a ride home, at any time, no questions asked, no harassment. The parents can also call their children for a ride home at anytime--no questions asked, no harassment. Such constructive measures recognize the social reality that people face and deal with it realistically and practically. The list of ideas and tactics is by no means complete. It needs input from us all.

There is an emerging consensus that such grass roots actions--community-based initiatives--hold the key to a long-term attitudinal shift that will create a social climate in which impaired driving is viewed as unacceptable.

I cannot help but say it is exciting to be part of that process.

In closing, I offer you again the reminder that solutions to the alcohol-crash problem will not be simple or straightforward. When most people give serious thought to solving the alcohol-crash problem their initial reaction is that the problem is indeed simple and the solutions straightforward. They are often amazed that we have tolerated this

situation for so long and believe as well that if we get tough with offenders the problem will soon disappear. That refrain is a familiar one--I've heard it several hundred times over the past 18 months through the media, from private citizens, from government officials. The reality is, however, that the problem is neither simple nor superficial. It is deeply rooted in our socio-cultural fabric and will not dissolve in the presence of only one countermeasure. Although the judicial system and enforcement practices are an important cornerstone in our efforts, they cannot do it alone. That, perhaps, is the bad news. The good news is that improvements can and will occur in the presence of many tactics at many levels. Commitment to longer range, more comprehensive efforts has been lacking in the past, and it is that commitment that will assure success in the future.

What has been created, then, is a demand for action. Demands for action are not new. They have been heard in this field before, rising with each cycle of concern and falling as complacency sets in once more. Indeed, several people have suggested that what we have seen in 1982 and 1983 is merely another period of concern, like ones we witnessed in the years before, and that complacency will soon set in. But never before has the concern been so prevalent, so powerful, and touched so many. This is not like previous episodes or pockets of concern. The current ground swell, generated largely by outraged citizens, continues to grow--and it is essential in keeping the issue alive. It is essential also that we capitalize on this concern by putting in place--now--the structures and processes that will address the alcohol-crash problem, not just in 1984, but in the coming years as well, for we know that changes will occur neither instantly nor immediately--but they can occur.

While concern, commitment, and a demand for action are essential, they alone will not make the difference. A basis for action is needed as well--plans and programs. As we have heard, there has never really been a shortage of programs; only a shortage of those that work. Past

experiences should not discourage us. Rather, we can benefit from past experience and develop programs that improve on previous efforts by applying our creative talents cooperatively and constructively. Gatherings like this provide the opportunity for such efforts.

